

**COMMUNITY AND URBAN
SERVICES SUPPORT PROJECT
FINAL EVALUATION REPORT**

**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
REPUBLIC OF SOUTH AFRICA**

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EXECUTIVE SUMMARY

The objective of building capacity amongst historically disadvantaged communities for the purpose of facilitating delivery of housing needs has been achieved in many instances through a variety of CUSSP interventions. These interventions were welcomed and greatly appreciated by the vast majority of the beneficiaries with whom the evaluation team made contact. Though sustainability of several projects was evident, additional interventions will be necessary in order to ensure housing delivery for other communities. The primary findings and recommendations of the evaluation are summarised below:

Findings:

- Many of the contractual obligations of the main contractor, Lance Bailey and Associates were fulfilled completely or partially during the course of the project.
- A number of communities were trained in leadership, bargaining, advocacy and negotiations skills to empower them in their relations with provincial and local government and private sector building contractors. In some cases the nature of technical training provided was inadequate, however.
- A mentoring programme for promising young black professionals in the development field has provided them with greater insight into housing policy, finance, community mobilisation, negotiation with stakeholders, organisational development and project implementation. An omission in this programme was inadequate support and follow-up from CUSSP staff in some cases, with mentees being left wholly in the hands of the selected host organisations.
- Career opportunities in the development field have also been enhanced for participants in CUSSP training programmes. Some of the courses offered, however, were not sufficiently tailored to meet the needs of the participants in terms of their levels of technical understanding or appropriateness of the language.
- Development Forums and Trusts were successfully set up in a number of communities for the purpose of sustaining development.
- Financial grants that were approved to facilitate housing delivery processes in 28 communities did not always have their intended impact due to poor coordination and inadequate monitoring and follow-up. Half of these grants were only partially disbursed due to problems with the timely formation of local development Trusts and four of the approved grants were not disbursed.

- A wide range of high quality reports on the various components of the programme were produced, including programme overviews, technical and community development guidelines and case studies. However, not all of these reports were compiled in a way that is accessible and user-friendly to development practitioners at the community level. Most of the documents were submitted in draft form and suggestions by some CUSSP staff to modify the content were not implemented in most cases.
- A series of short policy documents were produced on housing finance, urban land development, CBO and local government capacitation and other housing issues. Their dissemination has been poor to date thereby not being of benefit to many of the relevant stakeholders and interested parties.
- The prime contractor experienced problems in terms of cash flow, a small capital base and poor relationships with some sub-contractors.
- The terms of the contract and understanding of the roles and briefs of the prime and sub-contractors resulted in tensions between them and negatively impacted both on their relations with the regional offices and on the quantitative programme outputs.

Summary of contractual requirements and outputs:

Contract	Requirements	Outputs/Products/Results	Contract Satisfied
Original RFP	CBO capacity building/ mentoring: office organisation, communications & negotiations skills, meeting procedures, development planning principles.	27 individuals underwent mentoring programmes at host organisations in 4 provinces. Worthwhile experience gained but complaints about inadequate follow-up by CUSSP. 31 workshops held. Field workers trained. Interventions in 79 communities.	Yes
	Low cost housing infrastructure design assistance: access to international professionals, advice to black NGOs/CBOs, guidelines, technology transfer.	Substantial guideline report produced. 15 skills training sessions held. 3 workshops on access to housing finance.	Yes
	CBO/NGO management, development assistance: impact grants for logistics (office space, equipment, transport), monitoring, delineate required assistance, investigate long term financing for communities.	28 impact grants approved. Only 66% of funds actually disbursed to grantees (R1 957 889,03 out of R2 971 423,00). Four approved grants not paid at all. Monitoring not evident. Further requirements not determined.	No

Modification 11	Documentation of lessons learned	28 good quality draft reports. Review Committee complaints about lack of user-friendliness of some were mostly not followed up.	No
	Quarterly programme progress reports	Only a few were submitted	No
	Policy monographs	18 submitted	Yes
	Guidelines: environmentally sustainable development policies	Comprehensive guidelines report	Yes
	CUSSP project summaries	Submitted by each regional office	Yes
	Report on Impact Grant programme	No report	No
	GIS design & implementation	Comprehensive report compiled, nothing implemented	No
	CUSSP close-out plan & sustainability strategy	Ad hoc close out, staff dissatisfaction	No
	Final Report	Report submitted on recommendations for community housing and economic development policy and implementation	Yes
Modification 12	Hostel upgrading project, Durban	Section 21 co. application now being considered	Yes
	Council flats divestiture, Cape Town	At an advanced stage	Yes
	Local economic development, East London	Not clearly defined or implemented	No
	Residential development environmental impact	Guidelines published	Yes
	Low income housing finance model	2 comprehensive reports	Yes

Recommendations:

- Projects in community development and housing should not be too ambitious. It would be better to have a solid impact in a limited number of areas or aspects than to spread the butter too thinly and thereby to dilute the impact.
- The verification of developmental issues and priorities at grassroots level is essential to the successful implementation of any community-based project.
- The regional structuring of a development programme's organisation should be a simple and straightforward as possible. Clear lines of obligation and responsibility should be established from the start.
- Organisation of national and regional conferences should be planned in consultation with all interested parties.

- Project close-out should be done gradually and with adequate consultation with employees.
- Building of community capacity to drive the housing process remains a priority.
- Proper liaison with NGOs and local government in the housing sector is essential to ensure the success of a project of this nature.
- A qualified documentation specialist with good liaison abilities should be appointed at the commencement of a similar project to ensure the development of user-friendly and widely applicable documentation.
- More local staff should be used at the senior levels of the project to facilitate networking on sustainability issues and to work with government departments after the project has ended.

SECTION ONE: BACKGROUND AND CONTEXT

1.1 Context for the Community and Urban Services Support Project

The failure of the previous government of South Africa to sustain the supply of low cost housing in the urban areas of the country resulted in gross shortages of accommodation for the burgeoning population. With the increasing attraction to cities as economic magnets for the rural unemployed during the last decade of the apartheid era, few options were thus open to individuals and households in need of somewhere to live. Residents of existing urban housing stock were able to remain in their homes if they were prepared to tolerate the increasing levels of overcrowding as their own families matured and expanded. Households in excess of eight people living in small four-roomed houses became the norm. Newcomers to the cities were left with little choice but to make their own spontaneous arrangements by erecting shacks in backyards or on vacant land along river banks, on rubbish dumps or in other areas deemed unsuitable for formal housing. Some went to single sex hostels and frequently were accompanied by their families, while others began to take occupation of vacant flats and high density units in inner city areas reserved for whites. By the late 1980s it was estimated that there was a national shortage of over 700 000 houses for the black African population, 52 000 for coloureds and 44 000 for Indian South Africans. In contrast there were 37 000 vacant housing units in residential areas reserved for the white population.

Against this scenario, the Community and Urban Services Support Project (CUSSP) was designed to assist historically disadvantaged communities to achieve appropriate housing and services. The strategy was to provide support to community-based organisations (CBOs) and thereby to maximise their participation in sustainable delivery processes. Key themes for structuring of CUSSP activities were; the need to strengthen community organizational capacity as a basis for development; the need to provide technical capacity-building and training assistance in response to actual needs at the local level; and a focus on impact projects as pilot demonstrations of community-based development processes.

1.2 Race-based Legislation

A lengthy history of racially exclusivist urban residential patterns in South Africa began in the seventeenth century, soon after the arrival of the first European settlers at the Cape of Good Hope. It was not until the early 1900s that this began to be formalised by laws in the former colonies which were to become the Union of South Africa in 1910. By the 1920s, formal laws were enacted to set the tone for official racial residential segregation. the Natives (Urban Areas) Act of 1923 empowered white local governments to reserve urban land for residential occupation by Africans who had obtained employment. Largely unsuccessful attempts were made to restrict African urbanisation in the decades which followed. In 1950, the National Party instituted the Group Areas Act, which banned all South Africans from residing in areas designated for racial categories other than their own, and facilitated the forced removal of almost one million non-compliance.

In the late 1970s, the government began to modify its strategy in response to its newly perceived need to accept the inevitability of a permanent black population and to consolidate middle class urban black communities. The role of supplying middle class housing was channelled to private developers. Leasehold and later, freehold title to urban land became accessible to the black population, whereas only rental accommodation had previously been permissible. This development did not address the need of the majority of new urbanites, whose shack settlements mushroomed. By 1992, when the CUSSP programme commenced, more than 55% of South Africa's black population inhabited the segregated urban townships and hostels surrounding the country's urban areas. Prior to the release of the 1996 census details, recent estimates were that in excess of 7 million people lived in informal shack accommodation. Urbanisation is progressing at a rapid rate and it is anticipated that by 2010, 70% of blacks will be resident in urban areas.

1.3 Towards a New South Africa

In response to the climate of negotiation that emerged after President F.W. de Klerk's reforms in 1989, the National Housing Forum came into being. It comprised a broadly inclusive forum for debate between the government, political opposition parties, organized

labor, business, finance institutions, the construction industry, civil society and other lobby and professional interest groups. The National Housing Forum undertook a range of investigations into all aspects of housing policy and delivery at the time, and recommended a series of policy goals and mechanisms for implementation. By 1993 consensus was reached by the participating groups and a new housing policy was announced on the eve of the first democratic elections.

A key feature of the new policy was the stated objective to create sustainable development through investing in people and not just development "products". A firm commitment was made to a "people-centred" development path by promoting community participation in both defining the development goals as well as delivery.

In April 1994, South Africa held its first truly democratic elections, and Nelson Mandela took office as the President over a government of national unity. Local elections were held in 1995 and 1996, ushering in a new phase of local decision making regarding issues facing communities. The year of 1996 also saw the signing of the new Constitution and Bill of Rights, conferring specifically the right to shelter on all South Africans.

Incorporating policies developed by the National Housing Forum, the Reconstruction and Development Programme (RDP) was created. Two of the six principles of the RDP include uplifting the lives of the people of South Africa and an opportunity for all people to participate in development. The RDP called for collaborative efforts by government, civil society, business, and labor, with particular emphasis on community participation. The provision of housing is an important feature of the general development strategy of the RDP. In 1996 the RDP was replaced by a newly formulated policy called Growth, Employment and Redistribution (GEAR), which includes many of the RDP principles and aims to promote economically sustainable development in the country.

1.4 USAID/South Africa Support

One of the six strategic objectives of the United States Agency for International Development in South Africa (USAID/SA) is to “*promote increased access to environmentally sustainable shelter and urban services for the historically disadvantaged population*”. Shelter and Urban Development Support (SUDS) was established in 1992 to provide technical assistance, training and strategic financial support in the three primary areas:

- Community based planning, development and management of housing and urban development projects for black South Africans;
- Mobilization of short and long term financing required for these projects;
- Delineation of policies and institutions which will lead to sustainable housing and urban development for the black South African majority.

The USAID vision for the South African shelter sector is: By the year 2000, South Africans who were previously excluded from access to home ownership and basic urban services because of the color of their skin will have a greatly improved chance of obtaining these critical economic goods.

In response to need for sustainable housing, USAID designed the Community Urban Services and Support Project (CUSSP) in mid-1992. The rationale for CUSSP was to “bridge gaps” and find new ways of doing business within the existing housing delivery systems, by providing basic training, technical expertise and institutional support necessary to meet this need. The broad objectives of the project was to build the capacity of community-based organisations (CBOs) to manage the housing process, to provide technical assistance to disadvantaged communities in the design of low cost housing and infrastructure and to initiate a mentoring programme for promising black professionals in the housing sector.

SECTION TWO: METHODOLOGY

2.1 Evaluation Brief

In terms of the evaluation brief, the intention of the evaluation was as follows:

- A. To evaluate the organisational capacity to manage the programme effectively;
- B. To assess why progress toward planned results has been unexpectedly positive or negative;
- C. To test the validity of the hypothesis and assumptions underlying the results framework;
- D. To assess the extent to which the needs of different consumers were being met;
- E. To identify and analyse unintended consequences and effects of CUSSP assistance activities;
- F. To examine the long term sustainability of CUSSP activities and their results; and
- G. To distill lessons learned that maybe useful to USAID Missions.

2.2 Activities Evaluated

The specific issues that were addressed by the Evaluation Team included:

2.2.1 Project Implementation and Management

The following issues were considered in the evaluation of project implementation and management:

- quantitative and qualitative extent to which the project has achieved its objectives;
- extent to which the activities have been documented and the quality of these documents in terms of accessibility to recipients, usefulness in terms of application and utilisation of information and contribution to the formulation of policy at a national level;
- design and the implementation of the project;
- strategies utilised to implement the project;
- extent of stakeholder involvement and participation. Who was involved in the project, the quality of the contribution, how much participation and the quality of the participation? ;
- impact of the project on the participating structures and persons.

2.2.2 Core Programme Components

The following core programme areas of the CUSSP intervention were evaluated:

(i) CBO Capacity Building Component

This involved the design and delivery of the CUSSP programme through existing NGOs. The focus of the evaluation was to assess the process that CUSSP engaged in to develop capacity and the impact that these interventions had on the recipient communities. The following areas of capacity building were assessed:

- management capacity of selected black CBOs involved in physical upgrading and development programmes;
- communication skills, office organisation, fundraising, budgeting and financial accountability;
- basic principles of community development, including organisational techniques, organising and running meetings, negotiation skills, basic legal options, structures and training techniques;
- basic principles of development planning including infrastructure standards and costs, housing alternatives, incremental and self-help building options, affordability and credit management, land issues and responsibilities of government.

(ii) Mentoring Component

This involved the design and administration of an apprenticeship programme for one year for promising black professionals to work with established development advisors in a range of NGOs. The second component of the mentoring programme related to the field workers employed by CUSSP. The following areas of the mentoring programme were assessed:

- the process of identifying and employing of the mentees and the field workers;
- the training offered to the mentees and the field workers;
- the support offered to mentees and the field workers;
- the impact of the mentee and field worker programmes on the respective individuals, the communities and NGOs within which these individuals worked.

(iii) Low Cost Housing and Infrastructure Design

With regards to the low cost housing and infrastructure design, the following issues were considered in the evaluation:

- technical assistance provided to the recipient communities and the outcome of this assistance;
- types of guidelines and technical documents developed on low cost housing, the dissemination and utilisation of these documents;
- extent to which the training enhanced the technological capacity of black professional counterpart staff and professions in South Africa.

(iv) CBO/NGO Management and Development Assistance Component

The following issues were considered for the evaluation of the CBO/NGO management and development assistance component:

- process engaged in to identify communities to disburse the impact grant;
- process and monitoring procedures and packaging of grants for USAID approval;
- needs assessment process that CUSSP engaged in to delineate assistance required by CBOs after the completion of the capacity building training;
- process engaged in to identify organisations which could provide relevant services and assistance to CUSSP communities and the impact of these interventions;
- extent to which CUSSP has empowered the communities to become sustainable in the long-term.

(v) Staff Development and Training and Networking and Policy

The areas of focus for this core component of the evaluation included:

- an assessment of the opportunities provided to CUSSP staff to develop their capacity;
- utilisation of these opportunities and their impact on the staff;
- extent to which CUSSP has networked with other organisations and institutions delivering similar programmes;
- MCPT's involvement in the policy development process.

2.3 Methodology of the Evaluation

2.3.1 Introduction

Before undertaking an evaluation of any project it was important to obtain as much information about the programme as possible. Some issues addressed to obtain information were:

- the projects' conceptualisation, aims and design
- the implementation of the project
- the projects' utility and impact

2.3.2 Methods of Evaluation

The first method of evaluation that was implemented was Planning Evaluation. The purpose of the planning evaluation was to develop an understanding of the project's goals, the administration of the facilitated intervention, the strategies employed to implement this intervention, the time-frames, the target groups and the core and specific outcomes of the intervention. In using this method the evaluators were able to commence the process of describing the major goals of the CUSSP project, the activities, the participants, the major stakeholders, the resources, the timeliness, the locale and the intended accomplishments.

The second method of evaluation implemented was a Summative Evaluation. This involved

(i) Community

- visits to a number of communities and interviewing recipients of the community development, the capacity building and the technical issues training
- visits to communities to assess tangible evidence that could be associated with the CUSSP interventions
- visits to communities to assess the extent of change that has occurred as a result of CUSSP intervention

(ii) CUSSP Staff

- interviews with staff regarding their perceptions of the impact of the project;
- interviews with management and staff on project management , the delivery of the project, the challenges encountered and the processes in place to address the short-falls of the project;
- staff and management were also interviewed on the management and operational issues that impacted on the delivery of the project.

2.3.3 Types of Evaluation

The first type of evaluation used was an Evaluability Assessment. The main thrust of an evaluability assessment was to determine whether CUSSP's intervention was conceived and operated in a way that allows for a systematic evaluation to take place . The evaluability assessment helped in clarifying and understanding:

- Project objectives and outcomes.
- Primary focus of the intervention
- Core and specific outcomes of the intervention
- Activities that took place and the methodology employed in the implementation of the intervention.
- Changes in the participants because of the intervention

Impact evaluation was the second type of evaluation conducted. Impact evaluation was an important tool for learning and it is integral to the intervention management process. It involved a judgement of the project by the recipient community about whether the project's purposes have been achieved or not. Impact evaluation also involved a judgement made by the evaluators, and the NGOs about the effect of the project in the community and if any changes were noted. In utilising impact evaluation the evaluators ultimately sought to determine the value of the CUSSP's endeavour within South Africa.

2.3.4 Evaluation Design

The designs used throughout the evaluation were both qualitative and quantitative. The qualitative design was used as it was considered the best way for the evaluators to describe the intervention, and the processes that took place. The quantitative design allowed for an analysis of the perceptual information and the number of communities, NGOs, CBOs and technical professionals with which CUSSP worked and had impact. In addition, the quantitative design allowed the evaluators to determine the number of workshops that CUSSP facilitated, the number of people participating in training and the numbers and types of training sessions undertaken by CUSSP or the subcontractors to CUSSP.

2.3.5 Target Population

- Prime Contractor: Lance Bailey and Associates (LBA)
- Sub-contractors: PADCO, Creative Associates and Ninham Shand
- Two Chiefs of Party (CoPs)
- Regional Advisors
- Community Development Advisors
- Regional Training Officers
- Targeted NGOs
- Targeted CBOs
- Members from the community
- Members from Local Government

2.3.6 Evaluation Instruments

- An in-depth semi-structured interview schedule was developed for all the persons in the targeted groups; and
- A guideline was developed to review the documents, the technical reports and the policy papers.
- A guideline was also developed to review existing records on the intervention, process reports and minutes of meetings.

These records, documents and reports were used as they were often viewed as objective. These records set down the events at the time of occurrence and the processes. This increased the credibility of the information obtained.

2.4 Limitations

Although the evaluation team is satisfied that an adequate assessment has been made, it is critical to point out that a number of factors inhibited the evaluation process during June and July 1997.

- Two of the four regional offices (Cape Town and East London) had already closed prior to the evaluation, while the other two closed during the course of the evaluation. This made it difficult to arrange meetings with some key players in the project.
- Most of the CUSSP staff had either obtained alternative employment or been retrenched prior to the final closure of the project in mid-July 1997. Some had since relocated overseas. A generally negative sentiment about the close-out procedure influenced staff perceptions about the broader achievements of CUSSP.
- The same negative feeling by two staff members was conveyed as a reason for being unwilling to speak to the evaluation team.
- It was not logistically possible for the evaluation team to visit more than a sample of eleven projects in four provinces during the evaluation period.
- The sample selected was determined to some extent by the ex-CUSSP staff that was willing to assist with the evaluation in the different regions.

SECTION THREE: FINDINGS

3.1 Introduction

The major purpose of this evaluation was to: *judge the merit/worth of the CUSSP project*. While doing this, strengths and weaknesses of CUSSP in relation to both its management and its programme was identified and has been explicated. The scope of activities undertaken by CUSSP was wide. Interventions took place in eight of the nine provinces with 79 communities on issues ranging from technical advice on housing defects, training on negotiation and leadership skills, development of upgrading strategies for informal settlements and hostels and divestiture of state-owned accommodation units. The table which follows summarise the activities in each province.

Table 1: CUSSP Activities in Each Province

Province	Number of communities/projects
Gauteng	19
Free State	5
North West	3
Northern Province	2
Mpumalanga	1
Eastern Cape	7
KwaZulu-Natal	26
Western Cape	16
TOTAL	79

(Source: *Housing and Community*, CUSSP, March 1996)

The evaluators considered both the qualitative and quantitative data gathered from:

- responses by the staff - the 2 Chiefs of party, Regional Advisors, the National Training Coordinator, the Regional Training Coordinators, mentees, field workers, the Community Development Advisors at the national and regional level, the National Business Advisor. The issues raised with this target group related to organisational management, leadership, decision making, performance management, programme implementation, programme management and support;
- responses by the communities, Trusts and Development Forums who have participated fully in the CUSSP Project (capacity building and community development workshops, technical issues workshops and communities that received impact grants);
- responses from CBOs and the NGOs
- responses from the prime and sub-contractors

From the information gathered, an overview of the organisational capacity has been sketched and the operational issues within the organisations have been assessed. The effects of the CUSSP project as perceived by the target groups have been presented and lessons learned have been made at the end of the evaluation.

3.1.1 Project Description

The Community and Urban Services Support Project, CUSSP was designed to assist historically disadvantaged communities in the urban areas of South Africa to achieve appropriate housing and services. This was done by providing support to community-based organizations and thereby maximizing their participation in sustainable delivery processes.

CUSSP provided both on-the-ground assistance that led to direct community level improvements as well as a substantive basis from which sound policy and institutional frameworks can be derived.

3.1.2 Project Purpose

The purpose of CUSSP was to advance the economic empowerment of black South Africans by increasing home and lot ownership through an equitable, sustainable delivery system.

3.1.3 CUSSP Objectives

CUSSP was designed to achieve the following:

- To improve the community development, planning and management capacities of black Community-based organizations in South Africa
- To improve the design and implementation of appropriate low cost housing and upgrading projects for black South Africans
- To support the operational requirements and continued growth of selected black community-based organizations
- To support the evolution of an equitable, sustainable housing delivery system in South Africa

3.1.4 Programme Components

(i) *Community Based Organisational Capacity Building*

By 1994, South Africa focused on community participation and participatory development. To enhance the delivery of supportive services to community based organizations, in 1994 CUSSP established the fieldworker programme. Fieldworkers were selected from within communities by the CBO's. They were to work directly with the communities for the duration of the project. South African NGOs and small businesses were engaged as sub-contractors to CUSSP to implement the field worker programme. Community based training was also sub-contracted to local small businesses.

By building the local capacity of South African contractors to serve the community based organizations, CUSSP helped create a network of service providers that communities could turn to for training and technical support after the termination of CUSSP. This strategy strengthened the capacity of local contractors and ensured that community based housing development was closest to where the people lived.

(ii) *Training*

Training was a major component of CBO capacity building. CUSSP designed a comprehensive process to train communities in transition, with the ultimate goal being sustainability. The training model used with organisations included:

- Identifying community needs
- Capacity building interventions
- Formation of representative fora
- Organizational capacity building & skills development
- Formation of legal Trust and sector-specific sub structures
- Towards sustainable development

CUSSP developed relationships with local institutions of higher learning for field worker training. Field workers selected for CUSSP had to be willing to advance their skills academically as well as practically. Field workers completed certified community housing training programs at the universities of Cape Town, Natal (Durban), Pretoria and the East London Technical College. This additional training coupled with their field experience, enabled the fieldworkers to recommend interventions to support communities, as they developed housing strategies. Fieldworker-led workshops were run in a manner that residents understood and in the language of the people, respecting cultural norms.

Institutional strengthening was further enhanced with the establishment of an apprenticeship program. Young and motivated individuals were assigned to work as mentees in mentor organizations involved in the housing delivery process. Several mentees presently are working in housing development organisations such as the Development Action Group and Plan Africa, Cato Manor Development Association, etc..

(iii) *CBO/NGO Management and Development Assistance*

One of the critical requirements of CBOs is access to adequate financial and other resources. CUSSP selected over 20 communities for impact grants and distributed 24 grants to community based organizations. The impact grants were the first source of funding for most organizations and were used as "seed money" to begin the process of building the organization's capacity. Many of the communities established Development Trusts thus enabling them to receive funding to support their development efforts. These legally

established organizations were supported by CUSSP as they developed their capacity to manage funds and supervise staff. This experience positioned the CBO's to sustain themselves in the future.

(iv) *Low Cost Housing and infrastructure Design and Assistance*

CUSSP aimed to increase the capacity of small building contractors to manage housing projects, by exposing them to the expertise of its staff and accredited technical programmes. The small contractors were enabled in some cases to work with large private sector developers, as well as state-funded organisations such as the Independent Development Trust or provincial housing departments..

(v) *Policy Formulation and Government Support*

In the initial stages of CUSSP, support was provided in policy formulation by working with national and regional fora as they recommended housing policies to the National Housing Forum. CUSSP also developed relationships with government at the local and provincial level before and after democratic elections. Since most of the housing post were new, in several cases South African CUSSP staff and community leaders were able to use their CUSSP experience as leverage for government positions within the housing sector. Most recently, a former CUSSP staff member became the Director of Housing Support in the South African government. Several members of Trust and Development Forums were elected to local government posts.

CUSSP provided information and support to communities as they accessed the government housing subsidy program. The CUSSP support explained the process and provided the necessary emphasis on community participation in the housing delivery process.

By working with the Durban Metro Council and the Urban Strategy Department, CUSSP supported the Community Consultative Workshop held in February 1996 that was attended by 250 housing stakeholders. CUSSP assisted by printing the workshop proceedings, thus allowing 1,000 copies to be distributed to the housing stakeholder community. CUSSP has worked closely with the Mayors of East London, Knysna and Durban by providing technical support as they sought ways to engage communities in housing delivery. CUSSP staff have also been instrumental in mediating conflicts between communities and tribal authorities.

By teaching conflict resolution skills, communities have learned how to work through their conflicts so that community environments are conducive to the delivery of housing services.

3.1.5 Documenting the CUSSP Experience

CUSSP produced volumes of technical guidelines, case studies, overviews, community profiles and policy documents to contribute to the field of housing research. These documents are targeted at various levels and have the ability to ensure that the CUSSP experience is used by many stakeholders in the years ahead.

The two most recent publications are examples of products that have immediate application and can be used to support sustainability in the housing sector. The "*Community-Based Housing - Facilitator's Guide*" is a practical application of the CUSSP experience and can be used by field workers and other persons involved with housing development process. The hostel upgrading report provide an example of the development process undertaken by this sector to upgrade the facilities within the hostel.

3.1.6 Community Participation

Throughout the CUSSP experience, complaints were raised by the private and often government sectors that the commitment to community participation and empowerment slowed the housing delivery process. CUSSP contested this assumption and argued in it's documents that community participation and empowerment need to be applied in appropriate ways in different situations, and at different stages of the process housing delivery. The CUSSP position also asserts the need for all community empowerment efforts to be holistic and not sectorially based. This encompasses economic, political, skills and information empowerment and access to land and other resources. In addition, community participation is critical for any housing delivery process to be sustained.

In an effort to facilitate the discussion of community participation in the housing delivery process, CUSSP held regional conferences in the last year of operations, to debate this issue. Many CBO's made presentations on the need for community involvement. A degree of consensus was reached: although the time taken to facilitate meaningful community participation in a project is often lengthy, the eventual outcome and housing delivery is more likely to be effectively "owned" by the community.

3.1.7 Contractual requirements: summary of outputs, products, results

Contract	Requirements	Outputs, products, results	Contract satisfied
Original RFP	CBO capacity building/mentoring: office organisation, communications & negotiations skills, meeting procedures, development planning principles.	27 individuals underwent mentoring programmes at host organisations in 4 provinces. Worthwhile experience gained but complaints about inadequate follow-up by CUSSP. 31 workshops held. Field workers trained. Interventions in 79 communities.	Yes
	Low cost housing infrastructure design assistance: access to international professionals, advice to black NGOs/CBOs, guidelines, technology transfer.	Substantial guideline report produced. 15 skills training sessions held. 3 workshops on access to housing finance.	Yes
	CBO/NGO management, development assistance: impact grants for logistics (office space, equipment, transport), monitoring, delineate required assistance, investigate long term financing for communities.	28 impact grants approved. Only 66% of funds actually disbursed to grantees (R1 957 889,03 out of R2 971 423,00). Four approved grants not paid at all. Monitoring not evident. Further requirements not determined.	No
Modification 11	Documentation of lessons learned	28 good quality draft reports. Review Committee complaints about lack of user-friendliness of some were mostly not followed up.	No
	Quarterly programme progress reports	Only a few were submitted	No
	Policy monographs	18 submitted	Yes
	Guidelines: environmentally sustainable development policies	Comprehensive guidelines report	Yes
	CUSSP project summaries	Submitted by each regional office	Yes
	Report on Impact Grant programme	No report	No
	GIS design & implementation	Comprehensive report compiled, nothing implemented	No
	CUSSP close-out plan & sustainability strategy	Ad hoc close out, staff dissatisfaction	No
	Final Report	Report submitted on recommendations for community housing and economic development policy and implementation	Yes

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Modifi- cation 12	Hostel upgrading project, Durban	Section 21 co. application now being considered	Yes
	Council flats divestiture, Cape Town	At an advanced stage	Yes
	Local economic development, East London	Not clearly defined or implemented	No
	Residential development environmental impact	Guidelines published	Yes
	Low income housing finance model	2 comprehensive reports	Yes

3.2. IMPACT OF THE CUSSP PROGRAMME - FINDINGS AND ANALYSIS

3.2.1 Introduction

This section of the report will focus on the management of the project and the impact made by CUSSP in each of its programme components. It should be noted at the outset that many of the opinions expressed by CUSSP staff were coloured by the particular perceptions at the time of the termination of the project and were for this reason somewhat jaundiced because of the method in which close-out was handled. This should not detract from the many laudable achievements of the programme.

3.2.2 The Contractual Issues

- LBA and USAID relationship
- LBA and the sub-contractual issues as impacting on staff and project implementation

It was an unfortunate reality that contractual issues as they related to the prime and sub-contractors was problematic from the start of the CUSSP project. These issues plagued the project right until the end. Although the beneficiary communities did not indicate awareness of these contractual tensions, it was inevitable that in quantitative terms (but less so in qualitative terms), the outputs of the project were impeded. The complex organisational structure and a poor staff relationship between the expatriates and some of the South African staff exacerbated the problems within the organisation. It is for this reason alone that it is necessary to provide some insight into the nature of these problems.

(i) *The Relationship Between the Prime and Sub-Contractors*

LBA was the prime contractor with Creative Associates, and PADCO being the sub-contractors, and Ninham Shand in turn being sub-contracted to PADCO. LBA won the \$18 million contract as a small and inexperienced contractor on the basis of the Gray amendment.

The former HR manager of PADCO indicated that PADCO had also bid on the CUSSP job independently of LBA, in response to the USAID procurement request. PADCO proposed LBA as the 8a firm. PADCO indicated that it did not realise at the time of the proposal that the 8a firm was required to lead the team as well as constitute the majority in the project.

The sensitivity of African Americans towards urban development in the US appears to have been a factor in LBA winning the CUSSP contract in July 1992. The first Chief of Party (CoP) who was on the PADCO proposal was recommended to the CoP during the consultations with the contracts office. This recommendation was adopted.

The prime contractor in collaboration with PADCO and the appointed CoP recruited local professional and non-professional staff and secured offices. All the management positions within the organisation were held by expatriates. An initial understanding between LBA and PADCO was that PADCO would recruit all technical advisors and engineers and that LBA would be responsible for the support staff. This resulted in an unequal distribution of staff - causing tensions between LBA and PADCO. Early in the relationship, the tensions between the two companies continued and played out within the national and regional structures that were set up to implement CUSSP. Some of the problems that were played out between the prime contractor and the subcontractors were as follows:

- the cashflow problems - LBA did not have adequate capital to run the CUSSP project, thus disbursing funds became very difficult and debts were incurred over a long period before settlements could be reached. No assistance was forthcoming from any source. This situation continued to plague the project throughout and caused further tensions between the prime and sub-contractors
- the appointment of staff - there was jockeying for power between LBA and PADCO. The initial agreement between PADCO and LBA regarding the appointment of staff fell through and LBA wanted more appointments of management and technical post. The consistent perception presented by respondents was that LBA did not want PADCO to have more power and "say" in how the project should be implemented
- the appointment of the CoP, even though on LBA's payroll, was perceived as not being loyal to LBA due to his allegiance to PADCO.

(ii) *The LBA - USAID Relationship*

From the perspective of LBA, the project satisfied all the contractual arrangements and benchmarks that were set down by USAID. LBA perceived that not only were these benchmarks met but the contractor proceeded to go beyond the scope to accommodate the needs of the recipient communities. These perceptions however, are not all together consistent with those presented by the CUSSP staff (particularly the South African staff) and

the contracts office. The relationship between USAID and CUSSP can be described as follows:

- a good relationship and open communication existed between the first and the current COTR. Both these COTRs were extensively involved with guiding and monitoring the programme.
- current COTR was very supportive of the work that CUSSP was doing and has an intimate understanding of the dynamics of the housing process and the impact that this has on recipient communities.

Despite these good relationships there were some difficulties experienced on the part of the prime contractor. Once again this view appeared to be consistent with some of the staff in senior management positions within CUSSP, LBA, Creative Associates and PADCO. The concerns raised include:

- the lack of consistency of USAID staff during the life span of the project. During the life of the project there were three COTRs, who had different styles of operating, different interpretations of the contractual arrangements and who emphasised different components of the programme
- there were changes within the contracts staff - instructions emanating from the contract officers changed with the changes in the staff
- the process in which decisions were made impacted severely on the delivery of the programme

These factors resulted in the contractor constantly liaising with USAID - this was time consuming and frustrating and the changes often resulted in the project taking different directions, thus making it difficult for the project implementors to steer the project along a particular course of delivery.

During the life of the project USAID voiced some concerns about the implementation of the project. These included:

- absence of any tangible deliverables after the first three years of implementation
- lack of adhering to the time-lines set out in the implementation plan
- time lost in the disbursement of the impact grants
- problems between the contractors which impacted negatively on staff and the implementation of the programme.
- poor relationship between the expatriates and South African staff, with a COTR

recommending that the contractor consider a South African for the RA position in East London. The latter however, was not considered.

To address this situation modification 11 and 12 were put in place. These modifications outlined very clearly and specifically the deliverables and the time-lines for each of the deliverables.

Although majority of these deliverables have been met, concerns raised by the CUSSP staff related to the quality of the deliverables (e.g. the National Conference fell short of what was expected, the documents produced did not reflect the experiences of the CUSSP work, the disengagement process in two of the four regions were poorly planned).

(iii) *Impact on Staff*

The poor relationships between the sub-contractor and LBA impacted considerably on staff. Poor relationships higher-up in the project management played out in the following way:

- the relationships between the regional offices was problematic - there were rifts between the regional advisors appointed by LBA and the Regional Advisors appointed by PADCO. This resulted in the regions operating individually rather than collaboratively;
- There was a consistent perception among all the CUSSP staff that there was no overall CUSSP plan and that some of the contractual issues that had been difficult to understand contributed to the lack of cohesiveness between all the core delivery components of the CUSSP programme.
- the inter-relationships between the first CoP and the RAs of Johannesburg and Cape Town was good, but this was not the case with the Durban and East London offices.
- There appeared to be two "factions", PADCO and LBA. PADCO employees were mainly in Johannesburg and Cape Town while the LBA employees were mainly in Durban and East London.

The second dimension relates to the relationship between the expatriates and the South African staff:

- Majority of the South African professional staff felt that it was unnecessary that a high level expatriate expert contingency be brought in for this project. One staff

member commented *"I have gained nothing from the experiences and expertise of the expats, the expats were out of sync with the local dynamics within the country"*

- all the appointed regional advisors were expats and the local staff were the implementors of the projects. The relationship between the staff and the RAs were very strained at the Cape Town and East London offices:
- verbal communication between the expats and South African staff was non-existent in two regional offices;
- majority of the RAs and the first CoP appeared not to recognise the experience and expertise of the South African staff and the latter was considered to have minimal capacity to undertake the task at hand

The third dimension relates to the operational issues that impacted on staff:

- the division and tension with the contract relationships resulted in a lack of a shared vision and mission by the CUSSP staff; and the application of uniform staffing practices within CUSSP;
- there was allegedly a lack of transparency by LBA;
- due to the constant cashflow problems no long term or medium term programme planning could take place;
- there was constant competition for the resources and the allocation of funds for the different activities by the respective regional offices - there was an abundance of resources in some offices while other offices were under-resourced;
- the inability to deliver on planned activities resulted in the communities not trusting the CUSSP staff and this hampered the progress within communities (technical assistance, impact grants etc);
- there was also a level of frustration among the communities because of the erratic behaviour of the CUSSP project - the latter was a result of the continuous changing focus of the project;
- the first CoP expressed difficulty in managing the project effectively due to the complexity of the organisational structure and the absence of clear lines of accountability. He felt that he was not able to be directive with the management of the project, one of the outcomes being the poor collaboration between the CoP and the regional advisors. This resulted in each region interpreting its responsibilities differently;
- the change of focus of the project in the second phase, i.e. the project moved from process implementation, skills training and CD activities to documentation, which

strained the relationship between the expats and the South African even further. Because of the domination of the expats and external consultants in this task, the South African staff felt "*bitter*" about the process;

- there was no time for bonding among staff due to the vast differences in terms of the regions and its operations.

3.2.3 Programme Implementation Issues

(i) *Selection of the Communities*

According to the USAID contractual agreements, the selection of communities was to be undertaken as follows:

- projects set up within the different regions were to consider communities within the inner-city, within small towns, squatter communities, Greenfield sites, Private sector and public sector owned property;
- selected communities should be historically disadvantaged communities and
- focus of the communities was to be on physical upgrading, or the building of houses.

The selection processes and procedures differed between the regions. The selection processes used were as follows:

- communities within which CUSSP initially implemented its programme were within communities that were experiencing minimal political conflict;
- communities were selected through CUSSP's interaction with certain NGOs and CBOs;
- representatives from CBOs approached CUSSP for assistance on behalf of their communities.

However, despite these procedures the selection of the communities was done in a superficial manner - there was no consistent methodology and at times communities were selected on an ad hoc basis.

(ii) *Impact Grants*

- (a) The impact grant programme of CUSSP was designed to address the common problem experienced internationally of giving effect to the goal of truly sustainable community participation and empowerment in the context of an international technical assistance programme (Overview Report, 1996). CUSSP attempted to address the issue through the CBO/NGO Management and Development Assistance component, which included grants and management support to the CBOs. This was an innovative programme in being:
- the first attempt by USAID to fund CBO activity directly; and
 - the first contractor-managed grant programme attempted on a broad scale in South Africa.
- (b) *Two Main Objectives* of the impact grant programme were:
- to support community-based development organisations (CBDOs) in implementing community-based development programmes on behalf of their communities; and
 - to help develop the capacity of CBDOs to undertake development activities on a continuous, self-sustainable basis after the phase out of CUSSP.
- (c) *Criteria* for the receipt of impact grants were that the CBOs had to:
- be engaged with CUSSP in pursuit of community-based housing programme;
 - CBOs needed to have legal status; and
 - be willing to develop appropriate financial management capacity to ensure accountability.
- (d) *Responsibility* for the coordination and monitoring of the impact grants:
- responsibility for the coordination and monitoring of the impact grants rested with the regional offices; and
 - first CoP was responsible for the disbursement of the grants based on recommendations of the National Development Advisor;

E.F.K. Tucker was contracted to explain the concept of Trusts to communities (trustee responsibilities, fund administration). Few trustees seemed to be concerned about the future. Some Trusts are still in existence but are experiencing difficulties to sustain themselves.

A new national CDA, in the role of administering impact grants was appointed in late 1996.

He indicated that the monies had to be disbursed with no clarity about the purpose of the grant or the proposed development path. CUSSP officials were told that CUSSP "has to release this money" to Trusts. Trusts were thus formed in the communities involved and the process was administered by EFK Tucker. In Franschhoek, for example, the Housing Action Committee (Behuising Aksie Komitee) was formed to receive the grant and to initiate development. At Cato Manor an impact grant was made for the production of newsletters, a deliverable. The Cape Town office of CUSSP had nothing to do with the Marconi Beam and Ocean View impact grants, because the national office made the grant without consulting them.

Until the second week of May 1997, impact grants were still being disbursed. The grants were between R100 000 and R120 000, to a total value of about a million dollars. It was the perception of some CUSSP employees that impact grant money was being allocated to other line item expenses. Not all of the 28 approved impact grants were disbursed. A total of \$923 685 was signed off. There was confusion about who did the disbursement and to whom the funds were transferred in some cases. The national CDA, as the impact grant administrator, did not know about where all the money was being sourced. A list of disbursements as of June 1997 is included as Appendix C.

(e) *Achievements and Drawbacks Associated with the Impact Grants:*

Table 2: Achievements	Drawbacks
<ul style="list-style-type: none"> • <i>community empowerment</i> - the most significant achievement was the sense of empowerment experienced by the grantee organisation in <ul style="list-style-type: none"> • negotiating grant agreements • implementing the grant programme • managing grant funds <p>Grantees frequently commented that without the assistance of CUSSP, little or no progress towards the delivery of housing for their communities would have been achieved</p> <ul style="list-style-type: none"> • <i>leveraged resources</i> - a number of grants facilitated the ability of the disadvantaged community to access resources for development e.g. the first grant awarded to Duncan Village was used to plan and design an RDP project. The outcome of this was that the RDP Special Integrated Presidential Project (R140 million) was awarded to Duncan Village • <i>Improved community decision making</i>- impact grants equipped partner communities with the means to improve communication lines and to take decisions in a more structured and consistent manner e.g. Trust meetings that result in decisions are acted on before any amendments are made. • <i>commitment to organisations</i> - many communities saw the impact grant as a tangible sign of support and commitment to the development process within the communities - <i>"we would not have achieved this much of development within the community if we did not receive the financial support from CUSSP"</i> • <i>context for effective skills transfer</i> - disbursing impact grants to the communities enabled CUSSP to go beyond the training and development management skills and work more intimately with the communities • <i>injection of badly need resources to communities</i> - majority of the grantees did not have access to any other resources and the impact grant was the only tangible resource for the communities • in some communities the impact grants were used to kick start community enterprises providing the opportunity for sustainable economic benefits 	<p>The problems and challenges presented are based on the perceptions of the CUSSP staff.</p> <ul style="list-style-type: none"> • there was <i>no evaluation</i> of the community or its need prior to the disbursement of the grants- the grants were disbursed prematurely as CUSSP's relationship with the communities was in a nascent stage of development and the capacity to manage the grant within the communities was unknown • the grants were disbursed based on <i>the need for the contractor</i> to meet a benchmark agreed upon on signing the contract not in terms of meeting the needs of the recipient community. • <i>setting up of Trusts</i> - CUSSP did not investigate with the community other legal entities apart from setting up Trusts. This presented problems since the communities often felt that they were not established to a point of instituting a Trust and previous experiences with Trust have not been positive; • <i>absence of a monitoring system</i> - although there were strict procedures to disburse the grants there was no system developed to monitor the utilisation of the funds, there were no structured reporting systems - once a community was given the grant there were no reports on how the grants empowered the communities and assisted them to become sustainable. It also led the community to believe that accessing funds was easy. In some cases the impact grant was used as a <i>"carrot"</i> with less cooperative communities • <i>conflict between the national and regional office</i> - the communities were selected and the grants were disbursed from the national office with very little consultation with the regional offices - this caused confusion in the minds of the communities;

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Achievements	Drawbacks
	<ul style="list-style-type: none"> • <i>one year grants were insufficient</i> - to establish new community-based organisations and develop sustainability mechanisms. CUSSP did not do much to address this issue - the result being that many of the office established with the impact grant are struggling to survive and may have to close down because there are no funds to pay salaries or maintain the equipment <i>"CUSSP gave us funds to buy the fax machine and the photo-copy machine but we do not have funds to buy paper or service the photocopier"</i>. • <i>the award fee established deadlines</i> - for the contractor to receive the award fee he had to disburse grants within a certain time frame. The result was that grants were given to some organisations that were not in line with the CUSSP activities • <i>many concerns were raised regarding the disbursement</i> • once the impact grants were approved and the communities received the first tranche - the remaining tranches were not always easy to access from CUSSP - this caused the communities to get frustrated. In one instance a community representative said <i>"CUSSP should not enter our community unless they come with the promised money"</i>[response from RTC]. • another issue was the incomplete disbursement of funds. This concern was raised by the second NDA who had reported that questions were directed to the current COTR, with the second CoP and LBA regarding the incomplete disbursement of funds - however there was no feed back. From the report provided by the second NDA - 10 communities received full disbursement, 14 communities received between 50 - 90 % of the grant and 4 communities although approved by CUSSP did not receive the impact grant at all [see appendix] The latter situation caused great unhappiness among the communities - with some communities - <i>"Klipfontein View - when are we getting the grant, we have all the quotes for the brick making machines - when are we getting our money?"</i>

3.2.4 Training

CUSSP had invested extensive resources in training. A majority of the training was subcontracted to training NGOs. The CUSSP training included:

- mentee programme
- field worker programme
- community development through capacity building *and*
- technical assistance through skills based training

The training was provided to a number of communities and CBOs in the four regions Durban, Cape Town, East London and Johannesburg. The training was regionally driven, with the NTC providing the general training guidelines, maintaining contact with the local vendor organisations, management of the fieldworker programme and national supervision of the overall training programme. The CDAs, the RTOs and the RAs were all involved with facilitating training in their respective fields of expertise within their regions.

The criteria utilised for appointment of training vendors was content of training repertoire, expertise and reputation amongst communities and willingness to work with USAID. The training organizations engaged were resident NGOs within the region:

The training interventions ranged from courses on how to build and manage organisations, setting goals for the organisations, strategic planning, how to call and run successful meetings, and workshops on laying foundations for the formation of legal entities (development Trusts), housing options, financing options and certain level of housing construction (plans, foundations, brick making etc).

Table 3: Benchmarks and Outputs - Oct 1995 - July 1996

Activity	Outputs	Benchmarks
Training events: Workshops	31	50
Training events: Skills Training	15	10
Mentoring	16 per year	8 per year
Field workers	25	20

(Source: CUSSP Training Assessment - July 1996)

(i) The Mentee Programme

In the mentoring programme CUSSP supported the in-house training of young black professionals (referred to as mentees) with mentoring organisations. The aims of the programme were to:

- build capacity amongst black professionals in the housing sector in order to make inputs into the solution of South Africa's housing problems;
- to increase the exposure of young black professionals to relevant opportunities and to equip them with the necessary skills to advance;
- increasing the institutional capacity of the NGOs in their housing support efforts

The mentees were supported for one year in mentoring organisations that had a community based or housing focus. The role of CUSSP in the mentee programme as described by the NTC, the CDAs and RTOs was as follows:

- publicise the mentoring programme and the opportunities;
- match the mentees with the mentor organisations;
- pay the mentees' salaries for one year through the mentoring organisations; and,
- monitor the mentee through regular letters, telephone calls and visits

A description of the programme is presented in Table 4.

Table 4: Mentoring Programme by Region, Host Organisation and Discipline

<i>Region</i>	<i>Host Organisation</i>	<i>Discipline</i>
Durban (6 mentees)	Access	Community Development
	Community upliftment Network	Engineer
	Civil Design and Management	Engineering Technician
	Scott, Wilson and Kirkpatrick	Community Development
	Habitat for Humanity	Community Development
East London (4 mentees)	Newhco	Community Development
	Mayoral Office	Public Administration
	FST Associates	Engineer
	RDP East London	Management Specialist
Cape Town (9 mentees)	Umzamo	Community Development
	Community Projects Office - Pentech	
	Urban Problems Research Unit- UCT	Town Planner
	Ninham Shand	Engineering Technician
	RDP Forum Guguletu	Communication Specialist
	Western Cape Provincial Housing Policy Unit	
Johannesburg (8 mentees)	New South Africa Housing Association	Architectural Technician
	Ninham Shand	Engineer
	Goldev	Architect
	BDA	Community Development
	Foundation for Education Development	Community Development
	Morgan Brown	Architect
	Plan Africa	Community Development
	Emendo Town and Regional Planners	Engineering Technician

The person interviewed stated that there was significant impact on the recipient of the mentee programme. This included:

- mentees gained new insight into housing and land development
- all the mentees prior to entering the programme were unemployed or completing their studies - the programme offered the mentee an opportunity to access the workplace much more readily
- mentees reported that there was an increase in their skills and knowledge base. Examples of the statements made were "*I feel confident in participating in discussions on land issues*"; "*I am more aware of the options available to communities*"; "*I am informed about the financial options available for low income housing*"; "*I know how to start up housing clubs within the community*";
- mentees can now identify gaps and opportunities in their specific sectors;
- there is a greater understanding of the housing sector in terms of the relationship between policy, practice, research and actual; housing delivery;
- mentees stated that they developed their leadership capacity - were able to chair meetings, give advice in an informed way to the communities etc.

The mentoring organisations did not perceive that much was gained from the process.

The overall perception among the CUSSP staff was that although the mentee programme was successful there were certain drawbacks. These included:

- there was no on-going monitoring by CUSSP. The mentees interviewed stated that they had very little to do with CUSSP once they were placed at the mentoring organisation. CUSSP was not sufficiently involved with the mentee programme. This resulted in the mentees feeling that they were not part of the overall CUSSP project;
- funding mechanisms were insufficient - funding due to mentees via the mentoring organisation was often delayed because of the Cashflow problems experienced by the CUSSP regional offices;
- CUSSP regional offices did not cooperate with the mentoring organisations ;
- mentees did not get together at a regional or at a national level to share ideas; and
- mentees were not given an opportunity to engage with some of the training received by the field workers

(ii) *The Fieldworker Programmes*

The fieldworker training programme had a dual function, i.e. assisting CUSSP in the management of community activities and liaising with communities and empowering fieldworkers to develop their careers. The appointment of the fieldworkers was done either through the training vendor organisations or through the community organisations (the Development Forums or the Trusts). All the fieldworkers received their training through tertiary institutions and this was followed by support by CUSSP or the CBO concerned.

The field workers were exposed to the following categories of training:

- housing development
- project planning and development
- urban development management
- project proposal writing
- research training to undertake community profiles
- conflict management
- community development
- communication and public speaking
- construction management
- financial management
- report writing and minute taking

Impact of the Field Worker Training

The field workers that were interviewed were generally satisfied with the programme in which they participated. The positive impact that was communicated by the fieldworkers included comments to the effect that:

- theory had been linked with the practical situation;
- the training was a basis from which to develop a career path;
- self confidence to deliver as a development worker had increased;
- active contribution to the community transformation process was now possible - the fieldworkers stated that they experienced a sense of relevance because they were directly involved in facilitating community access to housing;
- opportunities to get absorbed into long-term work within the specific communities had emerged;
- a better awareness of community dynamics, constraints and needs was obtained;

- the ability to lay the foundations in terms of organising community structures, educating the community around development issues and building networks and relationships within the community had been acquired

The community members interviewed stated that the fieldworkers contributed significantly in the absence of the CUSSP personnel. They assisted the Trusts and the Development Forums with:

- resolving conflicts
- writing up project proposals and designing projects
- mediating with the community
- addressing mass community meetings
- providing the community with technical information

The field workers interviewed and CUSSP staff stated that there were several problems with the field worker programme. This included:

- there was no guidance or mentoring from the training provider;
- field workers did not participate in identifying the areas for training or in the design of the training;
- there was insufficient support from the CUSSP staff;
- field workers from the community were not accepted as professionals with a specific function to perform;
- trainees placed in communities in which they did not reside experienced some difficulties in gaining acceptance by the community
- field workers were not considered to be neutral in the community - they were perceived as representing one or other organisation and thus biased towards the views of that particular organisation rather than considering all the stakeholders within the community “ *advisor of the chief - we did not select this fieldworker to represent our interests - he represents the interests of the civics* ”
- field workers also experienced frustration in relation to the reporting system. The field workers stated that they had to take instructions from the NGO, the CUSSP staff and the CBO - often these instructions were conflicting, causing confusion among the field workers. This situation was exacerbated by the fact that minimum support was received from the CUSSP staff. The fieldworkers commented by saying “ *we are blamed for the wrong things we do* ” “ *we do not get any recognition from the NGO, the CBO or the CUSSP staff* ”
- there was an absence of a feed back system to fieldworkers - the fieldworkers felt

unsure at times when working within the communities and very little assistance was received from the CUSSP staff in this regard;

- with the closure of the CUSSP project, the fieldworkers in Durban and East London are committed to a three year programme, however there are problems related to the absence of financial support and mentoring mechanisms;

(iii) Community Development and Technical Training

The community development programme included training interventions focussing on organisational development and management, strategic planning, conflict resolution and legal training. The purpose of the training was to provide capacity building within the community.

PADCO facilitated three workshops during November 1993 in Johannesburg, Cape Town and Durban on the topic of community based finance techniques used in the United States, and about the community re-investment act which outlawed the redlining of districts by financial institutions.. The workshops were attended by about 15 to 30 people in Johannesburg, Cape Town and Durban. Both bankers and NGO representatives were actively involved in some of the workshop exercises. The banker perspective of the "bottom line" being all important versus the NGO one that bankers were making good profits anyway, were explored.

Other workshops were held on backward linkages in the building materials industry, the government subsidy system, alternative methods of raising finance for housing, housing and service options and development plans.

(a) Community Development Training Interventions

The types of training that CUSSP engaged in were at the one to one level and at the group level. The focus of the training involved:

- the strengthening of the community's bargaining and negotiation skills in order to deal more effectively with the local government structures in order to address local needs and demands;
- some communities were faced with problems related to the lack of trust, (e.g. in the Franshoek community there was a lack of trust based on racial fears and suspicion) absence of an overall housing strategy and potential beneficiaries were not an integral part of the planning, the land suitability and acquisition process.

To address these issues CUSSP facilitated a series of training interventions focussing on conflict resolution, management, subsidy and strategic planning;

- assisting communities to develop a framework for housing development including working with the transitional local governments - training interventions that were provided included - how to run workshops, skills training, research training, how to work with the TLC etc;
- when organisations like SANCO requested technical assistance, the type of training intervention implemented focussed on: - understanding development, community empowerment, the roles and responsibilities of individuals within the organisation, strategic planning around the involvement of stakeholders;
- in communities where any formal structures were absent CUSSP assisted the community towards achieving the objective of developing a people-driven sustainable community development structure. CUSSP intervention within a community was aimed at the establishment of a structure - a Trust or a development forum. The focus of the training initially was on capacity building and development facilitation and later on capacity building and skills training. The capacity building training was devised as a mechanisms to get people involved in their own community development processes. The capacity building training also geared itself towards getting structures within the community to integrate into a cohesive unit so that the community speaks with "one voice" to all government officials and developers;
- other types of community development training was undertaken in response to specific needs of the community. These were: issues around what development is and how development can assist the community; home ownership education workshops; workshops on financing options; and training of trainer workshops and social compact

(b) Organizational Development

One of the most important components for the functioning of CBOs is financial resources and the ability to access resources. CUSSP provided the following support:

- approving impact grants for 24 communities. The impact grants were the first source of funding for many CBOs
- training resources via the training vendors (NGOs) as well as provided comprehensive institutional capacity building with the individual CBOs.
- leadership skills training empowered the community leaders to lobby and

- advocate the needs of the community to the local government
- organisational development training also resulted in the CBOs engaging a wide range of stakeholders into the housing development process - the community saw the Trust or development forum as a source of information as well as their liaison with the developers and government officials
- by teaching Trustees and committee members conflict resolution skills, communities learnt how to work through their conflicts so that the delivery of services is ensured
- comprehensive institutional development to enable CBOs to define more clearly the roles and responsibilities of the members within the Trust or the development committee

(c) Management Training

The management training offered by CUSSP enhanced the CBOs in the following way:

- develop the capacity of the community leaders to manage the community-based organisation
- provide an opportunity for the CBOs to network to access opportunities and resources for sustainability

(d) Legal/Trust/Deeds

Many communities in which CUSSP operated had limited technical and legal knowledge - CUSSP empowered the communities by providing:

- information on legal issues pertaining to the Land Reform Act and the Land Restitution Act

The information gained and the human resources made available empowered the community with the necessary tools to interpret the legal, financial and social implications of the legal documents (deeds of trusts, joint venture agreements and the risks and liabilities associated with such agreements)

(e) Housing Consolidation

CUSSP worked with the Trust and development forums to provide the community with information on:

- housing options
- affordability levels

- subsidies
- service levels

The outcome of this was that the community could make informed choices about the services and types of top structure wanted, as well as being fully aware of the costs associated with maintenance

(f) Technical issues

To address the technical issues component, CUSSP provided the community leaders with information on technical issues such as land availability and tenure, housing finance, land use, labour-based construction and entrepreneurship within the community

CUSSP also provided information and support to communities as they accessed the government housing subsidy programme

The outcome of this intervention was the training and utilisation of emerging contractors within the community

Table 5: Positive Impact and Drawbacks of the Training Program

POSITIVE IMPACT	DRAWBACKS
<ul style="list-style-type: none"> • the committees that participated in the training felt empowered - they had a better understanding of issues related to finance, administration, management and communication; • the committees felt confident in dealing with people within local government - they were able to negotiate from a position of knowledge and strength with the local authorities regarding pressing environmental and housing issues; • the training received led to improvements in majority of the CBOs: <ul style="list-style-type: none"> • the training resulted in the development of policy frameworks • development of strategic plans • the members of the Trusts were able to undertake their responsibilities effectively • there were clear understanding of the roles and responsibilities of the different role players; • the training recipients felt that they had acquired sufficient skills to run offices efficiently • majority of the training recipients felt that they had acquired conflict resolution and negotiating skills, thus enabling them to manage and address difficult issues with some amount of success • the training interventions, specifically in the areas concerning the practicalities of housing issues e.g. housing subsidies, land availability and sustainability etc - were felt to be potential generators of sustainable development; • all the training recipients interviewed believed that the training interventions had improved the quality of their life; 	<p>There was an overall sense of appreciation by the training recipients, the Trusts, and the development Forums. All the recipients interviewed stated that they had gained a great deal from the training. Despite these positive comments there were negative comments that were reported as challenges to the CUSSP project. These included:</p> <ul style="list-style-type: none"> • some of the recipients said that the leadership and management training was not broad-based and inclusive of a bigger group. They felt that due to their own lack of capacity, they would not be able to pass the skills over to other member of the Trust or Forum - thus impacting on the sustainability of the CBO • the complexity of some of the technical issues covered in the workshops led to some confusion. These concepts were not explained further, thus leaving the workshop participants unsure about the value of the information gained • the CUSSP training approach of focussing on the first-tier leadership leaves the community vulnerable to outside or divisive influences; • the course content, applicability and materials delivery were not always appropriate to the context or the level of the capacity of the community; • the level of training, particularly technical training, was too far removed from experience of the recipients. The content level should be adjusted to suit the educational or experience level of trainees • throughout the workshops, the facilitators and trainers had communication difficulties because most of the workshop participants were second language English speakers. The training recipients felt that this affected the level of their understanding and participation in the workshop

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<i>POSITIVE IMPACT</i>	<i>DRAWBACKS</i>
<ul style="list-style-type: none"> • the training workshops provided the recipients with information and empowered them to disseminate it to the community in a meaningful and relevant way; • majority of the recipients showed upward mobility regarding their positions within the organisation and their community. The recipients felt that this was a direct result of the training. Many felt that the training increased their level of self confidence and knowledge about housing and development issues e.g. committee members of the Trust or Development Forums were elected to Local Government positions, the Mayor of Knysna was a member of the KDF before becoming the mayor of the town; • through the training the recipients felt that a larger group of people have a better understanding of development as a process rather than an event • the majority of the Trustees interviewed stated that the technical assistance resulted in: <ul style="list-style-type: none"> • capacity to develop a strategic plan • general improvement of technical capabilities • understanding of the link between capacity building and application of technical skills e.g the ability to manage the impact grants more efficiently and effectively • ability to liaise with the community and committee regarding both the technical and altitudinal issues in the communities • for community leaders working with tribal chiefs - the training enskilled them to negotiate with the Tribal authorities to work collaboratively on a plan of action 	<ul style="list-style-type: none"> • while the training fulfilled the huge knowledge gap, the short time allocated for some of the technical training intervention frustrated recipients because justice could not be done to the material covered • in some of the workshops the trainees were not allowed to air their views during workshops. When they wanted to make an input relating to their needs they were told to stay within the parameters of the workshop and not raise questions or objections that are not within the ambit of the facilitators task (Wiggins Fast Track Workshop) • in some of the workshops neither the objectives nor the course content was very clear, the training was too theoretical and lacked practical content

3.2.5 Strengthening NGO and Small Business Capacity

CUSSP strengthened the capacity of NGOs and small business by providing them with opportunities to:

- to implement training services and fieldwork services. Field workers and regional training advisors were employed by the sub-contractors to work at the CUSSP regional offices.
- undertake the training of CBOs - this will provide the NGOs to develop materials that will be relevant to the needs of the community - thus sustaining the development process within the country; and
- conduit training funds so that the NGOs could support their administrative costs within the organisation

Problems arising out of the process to strengthen the capacity of NGOs and small businesses:

- there was no structured reporting to CUSSP. CUSSP did not receive any reports on the impact of training, the materials developed were not always handed over to CUSSP - there was an issue of ownership and copyright and there was no structured monitoring of the training recipient;
- there was an overlap between the services offered by CUSSP and the NGO community - the tension created was over turf and the right to work within identified communities;
- there were tensions around the issue of resources - the NGOs felt that they had limited resources and were competing against an organisation that had a vast amount of resources and that they could use the resources to get access to communities;
- there were differences in the development approaches of CUSSP and the NGOs - most often these approaches did not complement each other;
- there was no common understanding among the NGOs regarding CUSSP's role, in terms of what was required from the training;
- the sub-contractor supervision and monitoring by CUSSP was weak or nonexistent. Some local contractors had never managed in a sub-contracting environment and needed to be trained on their role within CUSSP (where they fitted in the big picture) and others expressed that they felt alienated to CUSSP and never formed a working relationship with CUSSP as a partner;

- toward the end of the project, reports were often not submitted by some contractors and the lack of reporting was not addressed by CUSSP management;
- in Cape Town a training sub-contractor was asked to develop training materials for the field worker program. A dispute developed regarding who owned the materials. The sub-contractor copyrighted the materials and later refused to submit the document to the national training coordinator. No management intervention was offered to address this problem and the document remains in the hands of the sub-contractor. CUSSP responded to this situation by cancelling the contract without resolving the issue;
- Each training event was issued as a separate task order. The national training coordinator along with the regional CDA determined and assessed the training needs of communities and developed a training plan accordingly. However, this process of community training was not clear to many contractors and created strained relationships with CUSSP. Some training contractors were in conflict with this approach because they were not able to determine a training plan for the community but had to wait for a task order to be issued (they were not included in the assessment process). Some expressed that this approach prevented them from planning what they would be offering CUSSP from month to month. Others wanted to implement training according to their existing products and capacity.
- There was no uniformity to the pay structure implemented by each sub-contractor for the field workers or regional training staff. Staff compared salaries and were disturbed to find that some organisations paid much more than others, for staff functions which were similar.
- Many contract staff said that the lines of authority and accountability were complicated. Supervision of contractor staff was the responsibility of the national community development advisor or the national training advisor based in Johannesburg. However, since the sub-contractor staff was assigned to regional offices, they were also accountable to the regional advisor. Reporting processes were also complicated requiring that reports be submitted to the sub-contractor who would forward them to the national coordinator or advisor. Feedback, monitoring and supervision was adversely impacted as a result of the multiple layers of management.

3.2.6 Policy Formulation and Government Support

The CUSSP policy role was implicit in the project's terms of reference, i.e the project was to develop models for developing new forms of housing delivery for the historically disadvantaged in South Africa. The resultant policy documents were to be used as illustrations to guide policy development and institution building. In addition, during the transition, CUSSP was called upon by the National Housing Forum to provide consultancy assistance for a variety of emerging housing policy issues.

The national Business Adviser indicated that local authorities were sometimes difficult to deal with. Small business policy implementation directives are sketchy or non-existent. For example it is a requirement that housing programmes should involve small contractors but the mechanism for this is not specified. Abuse of the spirit of this requirement had been evident in a large contractor engaging 100 people but disallowing them to actually work in Duncan Village. The NBA emphasised that local authorities should actively support proper small business development.

The East London Council had been involved in the Duncan Village project and had convened regular meetings with the EDC, the Development Trust and Development Forum from the commencement of the project. The ED was initiated by CUSSP in early 1994. These meetings substantially eliminated labour problems later on. Some argued against the meetings as being a waste of time and that contractors required over time allocations as a consequence.

In Durban, a Section 21 company was being established to assume the current local government role of facilitating property management, hostel upgrading, tenure management and financial leverage amongst communities. The assets of a hostel could be used as leverage to finance upgrading programmes and establish housing associations. CUSSP used professional staff to promote high density inner city housing development.

CUSSP operations in Durban overlapped in areas of work done by the Council. The current Deputy Town Clerk of Durban, who worked with CUSSP stated that NGO participation in housing should be recognised and encouraged. Many former NGO workers are now in government. The municipal Urban Strategy department held a workshop attended by 300+ people in February 1996 at which CUSSP made important inputs. Topics included: commissions on land; local economic development; integrated development frameworks; Masakhane. The document "Building an Understanding of Community-Based Development Fora" was published and disseminated.

3.2.7 Documentation

a. The documentation process

The CUSSP contract was extended in terms of Modification 10 in April 1995 and Modification 11 in September 1995, primarily for the purpose of shifting the focus from the implementation of projects related to the community-based development process to the production of distinctive measurable outputs. The production of a number of deliverables was included, many of these to be in the form of printed documentation. Modification 10 specified that "the different types of report will have different audiences which will require different styles of presentation, and different use of language. They shall be edited and presented in a clear and consistent way, consonant with the needs of the potential readership and economy". The details of the required publications are as follows:

- a series of printed publications including the documentation of lessons learned about community based development, aimed at benefitting the South African national, provincial and local levels of government, NGOs, CBOs and other stakeholders involved in community development and affordable housing delivery
- quarterly programme progress reports, policy monographs and a final report
- guidelines for environmentally sustainable development policies and practices
- summaries of CUSSP projects activities in the different communities
- a report on the impact grant programme

Documentation was co-ordinated by two different individuals prior to early 1996. During this period, publication outputs were limited. A new documentation specialist assumed the role in March 1996 and held the responsibility until he left CUSSP in May 1997. Prior to the advent of Modification 11, the emphasis had been on the implementation of training and community development projects, with little attention having been paid to the documentation of experiences in the field. In order not to lose all the acquired knowledge and information it became essential to capture it in written form. This new component to the programme came to be perceived by CUSSP employees as a tangible means of gaining recognition. Those who became involved had to be taken away from their previous roles and the capacity available for implementation of projects was lessened.

A documentation team of three, including the specialist to whom is referred above, emerged as a result of the requirements of Modification 11. The others were the CUSSP national policy advisor and someone seconded from the Department of Housing. It appears that the documentation process was complicated by a lack of co-ordination, and many voices giving advice. It was therefore difficult to achieve set schedules. Each of the regional offices compiled between 7 and 10 community profiles and much of the subsequent documentation was based on these. Some consultants were used for more specifically technical reports. There were three types of reports:

Technical reports and guidelines. These were on topics such as house construction and computer programmes. They were targeted at the beneficiary communities, with whom communication would take place through facilitators.

Case studies. Specific detail about individual community projects were compiled. These included papers on the divestiture of housing in the Bo-kaap area of Cape Town and a review of delivery systems in Cato Manor.

Overviews. Housing finance, community-based organisations and a SMME policy framework and financial assistance programmes were included.

A completed set of reports were presented to USAID as drafts in October 1996, with the intention of later refinement. Although most of the contractually required documentation was included in this submission, it should be pointed out that the quarterly progress reports were mostly not submitted as prescribed, owing to confusion amongst CUSSP employees about any clear sense of accountability to a particular CUSSP official, to the contractor by whom they were being paid or to USAID/SA itself. In addition, there was no report on the Impact Grant Programme and the Cape Town Technical Adviser who held responsibility for this report indicated that he had been unable to obtain the relevant financial information from the CUSSP management, in spite of repeated requests.

b. The Review Committee

A group of South African employees of CUSSP expressed dissatisfaction with the content and formed a Review Committee to scrutinise the reports and to undertake modifications. They felt that the content did not reflect the realities and that the South African component of CUSSP had been excluded from the documentation process in favour of the expatriate members of staff, and therefore alienated. The Committee began to question the commitment of USAID to housing in South Africa because the

impression was given that all they wanted was a document and that the practical implementation of projects had become secondary.

The documents were circulated for comments but few were received. The Review Committee seems to have been over-ambitious and lacked the capacity to follow through on its intentions. There was misunderstanding about publications issues such as length of documents and the dissemination process. Members of the Review Committee were also experiencing low morale and motivation because of the impending close out of CUSSP. Severance package inadequacies added to these feelings. There was friction between PADCO, which terminated its contract in December 1996, and LBA, which wished to proceed. Some CUSSP employees contracted from PADCO were transferred to LBA in February.

The Review Committee asked that a disclaimer be incorporated in the documents, stating that they had not been approved by the Committee as being adequate for South African audiences. Models proposed in the documents were sometimes inappropriate, factual errors were present in the texts and overlap existed between the CBO review, training and fieldworker reports and the community development workbook. Detailed suggestions for the modification of documents were forwarded to the authors and a timetable for incorporation of changes was proposed (See Appendix B of this report). In the light of the USAID contractual obligations, these were discussed at a National Outputs meeting on 7 October 1996. On 22 October, the national policy adviser presented a draft of the Synthesis of CUSSP activities to a meeting in Cape Town. The view was expressed that the Review Committee should have participated and that without their consensus would not be achieved on this document. There was also a debate about whether CUSSP was supposed to provide policy recommendations or not. The NTC indicated that the quality of some of the reports was improved with South African input but that most were not modified.

The CUSSP national business adviser indicated that his experiences in the development of small businesses with CUSSP backing had not been properly documented and that he could potentially write a substantial paper on this. He was not sure of the implications of this because of the USAID funding. Although CUSSP had produced a policy framework for SMMEs and LED, he was in a position to produce additional material. The national training co-ordinator suggested that the Review Committee be reconvened to address issue of completion of the documentation process.

A proposal by LBA to terminate certain projects and to close the East London and Cape Town offices, while at the same time to fund some new ones, was strongly opposed by a group of CUSSP employees. It was interpreted as a power struggle between LBA and PADCO. At the end of October 1996, the national policy adviser left CUSSP for Scotland and in December, the Chief of Party left. Both had been supportive of the Review Committee process. Others were also leaving and the 40 employees of CUSSP diminished to 25.

At a meeting of the Review Committee, it was decided that four additional documents should be produced:

- A simplified community development Workbook to be compiled from the original document.
- Policy recommendations for community-based housing projects.
- A fieldworker report to be compiled by the CDAs and national training co-ordinator.
- An impact grant report.

Only the first was commissioned owing to approaching close out deadlines and lack of budget for this purpose. Although there was an original budget in the LBA contract for document dissemination, it appears that this was never implemented.

c. Development of the Workbook

The Workbook was intended to be a simplification of the original into a form which would be user-friendly and accessible to community facilitators in housing development projects. It was published in July 1997 as "*Community-based housing: a facilitator's guide*". The authors initiated the process by presenting a "flat plan" of the book in a workshop of 14 CUSSP people on 7 March, 1997. They were concerned that no plan for the distribution of the book had been made nor had a budget been made available for this purpose and even volunteered to distribute the 500 copies themselves, with the assistance of some former CUSSP employees. The authors were told that plans had been made to convert two of the other publications into a similar user-friendly guide format: the environmental and legislative frameworks for housing development.

The authors became aware of CUSSP internal politics early in their dealings with them but remarked that in spite of this, it appeared that the communities who had been beneficiaries of CUSSP projects were enthusiastic and had gained much experience and capacity in the process. They also indicated that it was clear to them from discussions

with CUSSP employees that there was a large amount of unwritten material still potentially to be written on topics such as the broader developmental context, the gender issue in the Lamontville and Burlington communities, savings clubs and land invasions in the East London area. One author felt that to a large extent the CUSSP reports did not reflect the human component of the project, preferring to concentrate on technical and financial matters.

d. Dissemination

A major problem with the documentation process has been dissemination of outputs. Only at the Knysna project did the evaluators find evidence that some of the reports had reached a community that had been described. Documents were displayed and sold to delegates for R30 each at the Johannesburg regional conference to cover reproduction costs. Poor organisation resulted in this not being repeated at the national conference, which would have been an ideal opportunity for the dissemination of documents.

On his departure, the documentations specialist handed over documentation responsibility to the Johannesburg office administrator. In spite of the many constructive achievements of CUSSP, he expressed the view that the internal politics had a negative impact on efficiency and quality of work. As documentations official he had not been given the necessary authority to ensure completion of the documentation process. He did, however, take the initiative to arrange that executive summaries of each of the published documents would be published on the internet home page of the National Housing Forum at the address <http://wn.apc.org/nhft>. Included at this site are discussion, contentious topics and helpline sections.

e. Documents Produced

A brief evaluative summary of the contents of the documents produced by the CUSSP programme that were accessed by the evaluation team is given in the section which follows. The names of the principal authors are included. In addition, the comments made by the Review Committee about many of these publications, and the proposals made to effect modification, are included as an appendix to this report.

SYNTHESIS OF THE DOCUMENTS

- *Housing and Community: An overview of the Community and Urban services Support Project.* (March 1996). A brief illustrated overview of the scope, objectives and components of CUSSP including a list of projects in each province of South Africa.
- *Housing and Community: Policy and implementation recommendations for community-based housing and economic development* (Final overview report). This begins with a summary of the historical context of housing delivery in South Africa as a background to the CUSSP intervention in this sector. The objectives of CUSSP and the methodologies utilised to achieve these objectives are outlined. The content of many of the other CUSSP publications are summarised in relation to the experience on CUSSP projects. Substantive conclusions are reached about the need for and appropriate levels of community participation in housing projects, the utility of proactive financial and other support, the complexities of housing demand (rental versus purchase), targets and delivery scale.

OVERVIEW REPORTS

- *Review of Community Based Organisations* (Colin Marx and Lindelwe Mabuntana, BESG). A detailed description of the nature of different types of community based organisations. Case studies of five CBOs with which CUSSP became involved (at Tshikota, Knysna, New Rest, Wiggins fast track and Mdantsane) are outlined. Lessons learned in these engagements are recorded and would be valuable to all working with CBOs.
- *Management of the Community Development Process* (Lansana Marah, Neil Sobotker, Paul Jenkins, Prof. Kevin Wall and Lenyalo Motsei). A summary of the successes and failures of work undertaken by the Johannesburg and Cape Town regional offices. Models are developed to categorise projects in terms of the degree of involvement of communities, local authorities, facilitators and developers in each case. Informative for wider use in the field.
- *Collaboration Between Stakeholders* (Lansana Marah). A description and analysis of the CUSSP experience of collaboration between communities, local government and private sector developers. This is in relation to development fora, development vehicles and project-level social compacts for project-linked subsidy applications to Provincial Housing Boards; and town level social compacts on town level shelter and environmental planning and programming.

- *End User Housing Finance, volume one: Resource Document* (Matthew Nell and Associates). The first section comprises a review of the white paper on housing, with particular reference to subsidy schemes. This is followed by a summary of state and private (formal and informal) initiatives to mobilise credit for housing. Finally, there is a synopsis of legislation regulating housing finance in South Africa.
- *End User Housing Finance, volume two: Strategic Analysis* (Matthew Nell and Associates). A discussion of access to housing finance by the lower end of the housing market, including the unemployed component is followed by a review of group and organisational strategies that exist internationally to access credit for housing. A number of financial models are presented as options for project-linked credit leverage for low income borrowers.
- *The Field Worker Programme*. An overview of the recruitment, training, deployment of fieldworkers and the expenses incurred by the training vendors (Malimela & Associates, Mobile Self Help Centre, Grant Johnston Associates, Cato Manor Development Association and Fongoqa, Skade, Toyi & Associates). A section discussing the issues that arose during the programme is of future utility for similar projects.
- *SMME Policy Framework and Financial Assistance Programmes* (Gardner Khumalo). A review and assessment of SMME (Small, Medium and Micro Enterprises) and LED (Local Economic Development) policies as outlined by the three tiers of government. In addition, it evaluates the financial assistance programmes aimed at promoting and developing SMMEs in the East London area. It provides a good summary of national and regional (Eastern Cape) policies with regards to SMMEs and LED as well as outlining the role of local government in fostering successful implementation of programmes aimed at bolstering the local economy and promoting local enterprise. It provides a useful background for organisations and government sectors concerned with the development and promotion of local economic issues.
- *Training Assessment* (Creative Associates International Inc.). A thorough review of the training methodologies and the impact made in communities which experienced CUSSP intervention. Lessons learned in a positive and negative sense are outlined. Data was obtained by means of questionnaires completed by training vendors, recipients, mentees, field workers and regional advisers.

GUIDELINES

- *Community Development Workbook* (N. Mjoli-Mncube). A series of guidelines for professionals who are involved in community driven housing development. The intention is to give overall guidelines; criteria and checkpoints to facilitate decision making at various points within the housing delivery process. The workbook assumes the project cycle approach with each phase forming a reference point for decision making. The workbook is comprehensive and its inaccessibility to practitioners in this form was remedied by the recent publication of *Community-Based Housing: A Facilitator's Guide*.
- *Community-Based Housing: A Facilitator's Guide* (Glynis Clacherty and Rachel Adatia). Based on the *Community Development Workbook*, this most recent publication (July 1997) is illustrated and written in highly accessible text. It emphasises aspects such as who is who in a housing project, the roles and relationships between different players, such as the project manager and facilitator. It includes a "debate" block in many of the sections, based on discussions with the CUSSP team, which is intended to promote self-reflection amongst participants in housing projects. The emphasis on avoiding problems in the original text is also reflected in this guide. It is more user-friendly to community development practitioners in this form.
- *Guideline for Community Based Training* (Creative Associates International Inc.). A very practical workbook indicating the training methodologies utilised by CUSSP. It includes curricula and instruments used for training in leadership skills, communication, strategic planning, project management and basic civil engineering. This is a useful resource of ideas for anyone involved in managing a community based housing project.

TECHNICAL GUIDELINES

- *Housing Options Model* (Richard Martin). A computer programme and manual to facilitate choice in housing design while providing complete costing of the proposed solution. It includes the costs of management, finance, servicing, labour and materials involved in housing construction. The housing model gives a non-directive choice of solutions presented in a user-friendly manner.
- *Methodology to identify land for low income housing* (Penny Urquhart and Stephen Granger). A summary of criteria related to the selection of sites for housing. A methodology is developed in terms of various White papers, the Development

Facilitation Act of 1995 and the RDP base document. The importance of the biophysical, geotechnical, cultural, economic and socio-political environments is outlined and a case study situated in Knysna is included. A useful document of wide applicability in community-based housing projects.

- *Legislative Framework for Housing Development* (E.F.K. Tucker). Written in simple and accessible style, this report explains the process involved and the legislation regulating the establishment of townships. It outlines the concept and legalities of land tenure and the options that can be used as community development vehicles including Trusts, Section 21 companies and voluntary associations. Finally it discusses other legislation relating to housing and the financing thereof.
- *Community Environmental Manual* (Penny Urquhart and Merle Sowman). An illustrated guide to sustainable low cost housing development. Elements of sustainability discussed are technical, social, economic and ecological. A wealth of guidelines on site identification, layout and service provision in an environmentally sensitive way are included. Of enormous value to low cost housing developers and the communities involved.

CASE STUDIES

- *Town Level Physical Planning* (Stephen Horn). An analysis of three communities where CUSSP had involvement (Franschoek, Mossel Bay and Knysna). Current housing policy has firmly established the role of the community in determining its own development priorities, its project level focus, however, contained no mechanism for guiding communities, local authorities and Provincial Housing Board officials on allocation priorities. The concept of a 'town level social compact' was introduced by CUSSP as an extension of this project-level mechanism to foster consensus around a comprehensive package of prioritised housing projects or submission to the PHB.
- *Provincial Government Support for Community Based Housing* (Paul Jenkins). A case study tracking the role played by CUSSP the development of a housing strategy and programmes at provincial level in the Western Cape. It assesses the potentials and constraints for promoting community-based housing at provincial level in South Africa.
- *Local Government and Community: facing the challenge of change* (Richard Martin and Lansana Marah). An assessment of four CUSSP projects in terms of the relationships between stakeholders in the housing development process. Particular focus is placed on the relationship between local government and the beneficiary community. The legal framework within which such relationships exist is outlined.

- *The divestiture of Council-owned flats in the Bo-kaap* (Salim Patel). A brief exposition of the historical context of Cape Town City Council flats in the Bo-kaap, followed by a description of the role which CUSSP played in facilitating meetings between the Council and the local Muslim community to effect the sale of the flats to tenants. Recommendations from this case study may be applicable in similar situations.
- *Delivery Systems in Cato Manor: a comparative analysis* (Prof. Dan Smit). A detailed evaluation of four systems used to provide housing at different socio-economic standards in the same city. Methodologies utilised in formal, incremental (with NGO or private sector developers) and in situ upgrading projects analysed and lessons learned are documented. A system weighing up risk management and production efficiency is proposed by Andrew Merrifield. This publication is of particular relevance to development contractors in low-cost housing projects.
- *East London: a comparative study* (David Knowles). A descriptive summary of the CUSSP interventions managed by the East London office. It outlines the context of each of the five communities, the nature of the developmental issues identified and the specific methodologies utilised to address these issues in each case. A brief assessment to the impact of the different interventions, including various forms of capacity building, training and technical assistance is also provided.
- *Final progress report on the facilitation of 3 Hostel upgrades in Durban: Report on progress from March 1996 to May 1997 at SJ Smith, Dalton Road and Jacobs Hostels* (Mark Townsend). A very recent (June 1997) and detailed description of the facilitation exercises undertaken by CUSSP to effect upgrading of three hostel complexes in Durban. This includes the costs incurred, the perceived benefits, the process leading to the establishment of a Section 21 company and a recommendation about the appointment of follow-on facilitator, subject to discussions with the relevant hostel committees.

INTERNAL REPORTS

- *The use of Geographic Information Systems in Community Based Housing: East London and Duncan Village* (PADCO Inc. and Advanced Engineering Design). This report consists of a study of the need for GIS by the East London municipality. It then proposes a plan for the implementation of the system, including the training and budgetary implications. It is targeted at municipal councillors and officials and is of relevance to any local government planning department.

- *Community Project Profiles*. Background descriptions of each community, its historical background and issues, the nature of the developmental intervention by CUSSP and details of contact persons in each case.
- *Community Project Briefings*. Abridged versions of the community project profiles published separately. They serve as a brief introduction to the communities with which CUSSP has worked. Each comprises three sections: background, CUSSP intervention and a conclusion.
- *Policy Briefing Papers* (Paul Jenkins). A series of short papers prepared between September 1995 and February 1996 which report on emerging developments related to state housing support; the Reconstruction and Development Programme; Urban land development, infrastructure and environment; Housing finance and private sector housing activity; the House construction sector; Provincial and local government development; NGOs and CBOs in development and Urban investment.

OTHER REPORTS

- *Layout Planning Handbook: Principles and Guidelines for the Preparation of layout Plans in the Developing Urban Areas of South Africa* (Roger Behrens and Vanessa Watson, UPRU: UCT). This was also published as *Making urban places: principles and guidelines for layout planning*. An approach to layout planning aimed at producing high quality urban environments. Process rather than product is emphasised. Components of a spatial framework which facilitate collective and individual investment over time are outlined.
- *Development of Housing and Local Government Activities in South Africa: a proposal* (Richard Martin, Thandi Segodi and Lansana Marah). A funding proposal by the Libuyile Community Development Trust to procure further funding for the CUSSP projects initiated by the Johannesburg regional office.
- *A Review of Innovative Building Systems in the Low-income Housing Sector in South Africa* (Richard Tomlinson). A detailed discussion of innovative building systems is the core of this report. It is set in the context of the legal and financial realities of the low-cost housing sector in South Africa, with useful statistics on regional household income variations and contact details of state and private stakeholders in housing.

CONFERENCES

Conferences were convened in the four regions and a national CUSSP conference in Johannesburg in June. The conferences were planned by each region, each with a particular set of circumstances and history contributing to the motivation for the conference. The intention was to examine the viability of people-driven housing processes in South Africa. Reports on the different conference proceedings were supposed to have been compiled but were not because of logistical and other problems. The draft documents produced by CUSSP were sold to delegates at the Johannesburg regional conference at R30 each, to defray reproduction costs, but apparently not at the other conferences.

Some comments made at the national conference indicated that CUSSP had contributed to the process of building replicable models in the housing sector, that gender equality had yet to be achieved in housing, that polygamous marriages were used as the basis of obtaining multiple housing subsidies by some men, that people driven housing was not the grassroots reality, that the grassroots have the capacity to be resourceful but opportunities to do so are not afforded them, that intermediaries in the housing process are extracting too large a proportion of the value of subsidies and leaving less for the concrete deliverable, that CUSSP was withdrawing three years prematurely but that CUSSP had assisted in getting more people involved in housing policy development, that the National Housing Forum had representation from numerous stakeholders, with the noticeable exception of the homeless themselves. It was asked how the SA Federation of Homeless People could become involved.

It was pointed out that the withdrawal of CUSSP meant that CUSSP was merely undergoing transformation as its former employees became deployed elsewhere.

The second CoP said that the enduring achievement of CUSSP was that the programme had discovered significant talent in South Africa. After CUSSP has left this new development fraternity would continue and would fan the flames as CUSP had done in the past few years. Mike expressed satisfaction with CUSSP's working relationship with the government. He said it was characterised by flexibility and dynamism that did not exist in other countries.

Some other concluding remarks and recommendations were offered at the national conference. A government official indicated that the government is not a distant concept, it is you and me. It was also said that the tendency of consultants to extract value from the poor needs to be eliminated. The need to develop clear guidelines for community participation in projects, for the accessing of funds from the private sector and for the disbursement of funds was mentioned. The need for all projects to be linked to ultimate economic empowerment

was stressed. The government should concentrate on delivery, contractors should complete their contracts efficiently and communities should exercise leadership and tolerance of one another.

Lance Bailey indicated that the CUSSP team had consisted of only 5 expatriates and 45 South Africans. A total of 75 communities had been reached in eight provinces. In 54 of these sustained work had been done, in 44 technical advice and support had been provided, in 33 organisational support and capacity building had been achieved. Twenty impact grants had been made and 40 workshops had been held to train communities. Although the expatriates were leaving, it was his perception that many new skills and much knowledge had been transferred to South Africans.

The second CoP said that CUSSP had seen political activists grow into consummate public officials and politicians at local government level primarily, but also at provincial and national level. He admitted that the CUSSP documentation is still in need of considerable refinement and that he was aware of a number of initiatives emerging from amongst CUSSP's former employees, but not in any co-ordinated way.

A member of the Duncan Village Development Trust expressed regret that CUSSP was leaving in view of all its achievements. In addition to funding, other benefits from CUSSP included networking opportunities and skills training for building contractors and sub-contractors. The Duncan Village community had not had any clear development plan and CUSSP had funded the formation of the EDC, from which a number of projects emerged. When the local council took these projects over suspicion arose.

SECTION FOUR: LESSONS LEARNED POLICY AND PROGRAMME IMPLICATIONS

4.1 Introduction

While impact has been demonstrated in the activities described in the previous sections, this final section of the report draws together the different components of the CUSSP project into a summary of the lessons learned during the course of its implementation. An indication of policy implications and pointers for the future development of the low cost housing sector in South Africa is included, where appropriate. Again, the evaluators would like to point out that some perceptions provided by CUSSP staff or the communities with whom they worked, were jaundiced by the process of disengagement that was occurring at the time of the evaluation. Comments should be seen within this context.

4.2 Contracts

- It is essential to ensure that project briefs and roles of all contractors and stakeholders are clarified at the commencement of the project. This facilitates better understanding during the course of the project and reduces the possibility of conflict between parties.
- USAID/SA needs to examine the possibility of intervention in a project which it is funding, should it deem the implementation process to be in a state of dysfunctionality for whatever reason.
- There was misunderstanding between the contractors and sub-contractors over their respective obligations, reflective of inadequate clarification thereof at the commencement of the project.

4.3 Employment of Staff

The following issues should be considered by contractors in the employment of staff:

- A balance between local and expatriate staff in senior positions is difficult to achieve. As many locals as possible should be employed at senior level, to enhance local "ownership" and future sustainability of a development programme.
- Recruitment should be focused on people in possession of leadership qualities, sound technical awareness, an understanding of how to deal with community dynamics and of housing issues.

- Persons at senior levels (CoP, RAs and National Advisors) should provide adequate support systems, including effective mentorship.
- Relationship structures, lines of communications and accountability should be clearly defined.
- Regular staff meetings are needed for team-building and decision-making to facilitate the development of a shared vision for the project.

4.4 Training

(i) Training Vendors

- The delegation of the training function to local training vendors reduces the workload of the main development contractor.
- The inclusion of local technical expertise will increase the level of responsiveness to real community needs.
- Roles of training vendors and NGOs need to be stated up front by the prime contractor. Aspects such as the content of training courses, the training of trainers and lines of accountability should be specified in order to eliminate confusion.
- Medium of training instruction should be the same as that spoken as a first language by the trainees whenever possible. This is of particular importance when unfamiliar technical or other concepts are being introduced in a course.
- Prudence should be exercised in the choice of subcontractors and establish clear deliverables for the subcontractor on the signing of the contractual agreement.
- Existing NGO and local government capacity should be harnessed and not alienated. Tapping into local expertise can only enhance project effectiveness.
- Reporting and documentation requirements should be included in the contract with training vendors - thus leaving little room for contestation over issues on copyright and ownership of training documents between the contractor and subcontractors.
- For the training to be appropriate in terms of language, context and specific environment, the training providers should plan for a needs assessment and develop linkage with the community

(ii) Mentoring

- Mentoring has proven to be a successful form of on-the-job training in the promotion of young community leaders and should be encouraged
- Sufficient autonomy should be allowed for the host organisation to provide the mentoring effectively in its own context.

- Mentees need ongoing support from regional offices to increase their sense of loyalty to the wider development programme.

(iii) **Field Worker Training**

- Fieldwork training, both theoretical and on the job, empowers individuals to seek employment after project closure.
- Factors that limit impact can be inconsistency in the training programmes implemented in different regions in terms of stated purpose, timing, affordability and accountability.
- Clarity in roles and responsibilities and lines of accountability must be defined clearly at the commencement of a project, prior to the contracting of any fieldworkers.

4.5 Financial Impact Grants

- Financial impact grants are a concrete mechanism of encouraging the implementation of development projects with a view to sustained community development.
- Due consideration to the capability of a potential grantee to manage funds needs to be given in order to reduce wastage or misappropriation.
- Mechanisms for the approval of grants need to be streamlined to reduce frustration and lack of continuity in project implementation. The impact grant authorisation procedure was too lengthy, resulting in some grants being lost.
- Decisions on some grants were, however, made very rapidly resulting in the communities not effectively and efficiently managing the funds..
- Contract officers were too dominant in projects and they sometimes made arbitrary decisions.

4.6 NGO/CBO Capacity Building

- Continuous efforts to engage NGOs and CBOs leads to capacity building, materials development and increased levels of participation and output from these sources.
- The donor organisation should facilitate partnerships with NGOs and CBOs and avoid situations where it is seen to be challenging their roles or competing for their turfs.
- Appropriate support should be provided when requested, in a developmental manner that encourages ownership. Care should be taken to avoid paternalistic attitudes.

4.7 Developmental impact

- In many communities work in the material and social development of individuals is continuing as a result of CUSSP.
- Capacity building occurred in the majority of communities where intervention took place. Individual self-confidence to approach local authorities, as well as technical expertise, increased.
- Disbursement of impact grants promoted the setting up of Trusts, Development Forums and housing savings clubs, the employment of staff and the purchase of office equipment. The sustainability of some of these is, however, in question because of the cessation of funding and the lack of capacity to access further funding.
- The implementation of housing developments is now imminent in a number of communities where intervention occurred.
- Technical advice to communities has accelerated the efforts of municipal authorities to allocate land or sites for housing development or to divest its flats, hostels and houses to long-term tenants or in one case, a non-profit company.

4.8 Documentation

- Documentation of programme activities and policy issues can be hugely valuable in guiding future similar programmes.
- Persons involved in the documentation process should be issued with clear briefs
- The purpose of documentation should be defined prior to commencement. The issue of target audiences and the dissemination of publications should be addressed and budgeted for in an appropriate manner.
- Future projects of the nature of CUSSP should consider appointing a materials specialist early in the project, who has the capacity to work with the professional staff involved in order to disseminate the housing and developmental lessons learned more effectively.

4.9 Overview

- The wide range of developmental impacts through South Africa were greatly valued by the beneficiaries at community as well as individual level. A vast reservoir of appreciation and respect for USAID was generated thereby.
- Projects in community development and housing should not be too ambitious. It would be better to have a solid impact in a limited number of areas or aspects than to spread the butter too thinly and thereby to dilute the impact.

- Although the original concept of CUSSP was good, a flaw was that verification of issues at grassroots level never occurred and this plagued the process throughout. Community perspectives were often impressionistic and tended to be misconceived. For example, it was falsely assumed that community structures were solid and reliable, and that as such they would be good development vehicles.
- Structure of the organization was too complex resulting in poor relationships between the different regional offices and constant jockeying for power and resources.
- Organization of national and regional conferences could have been better planned
- Project close-out was too abrupt, leaving employees unprepared for future jobs and dissatisfied with management.
- Building of community capacity to drive the housing process remains a priority.
- Proper liaison with NGOs and local government in the housing sector is essential to ensure the success of a project of this nature.
- A qualified documentation specialist with good liaison abilities should be appointed at the commencement of a similar project to ensure the development of user-friendly and widely applicable documentation.
- More South African staff should have been used at the senior levels of the project to have facilitated the inputs and networking on sustainability issues and work with government departments to take over some of the responsibilities of CUSSP.

APPENDICES

APPENDIX A
LIST OF CONTACTS & INTERVIEWS, JUNE-JULY 1997

Cape Town

Bo-kaap Community Forum, 30 June
Mr. Salim Patel, National Community Development Adviser, 1 July
Mr. Wajdi Edross, CUSSP mentee employed by Western Cape Housing Trust, 2 July
Ms. Colleen Ryan, RTC Western Cape, now employed by DAG, 2 July
Ms. Desiree Muller, intern at DAG, former member of Knysna Development Forum, 2 July
Mr. Alastair Rendall, former Director of DAG, 7 July
Mr Neil Sobotker, Knysna Development Trust, 30 June
Mr Elias Pansi, Franschoek Development Forum, 1 July
Ms. Leah Smit, Franschoek Housing Action Committee, 1 July
Mr. D. Smit, Franschoek Housing Action Committee, 1 July
Ms. Mirna Baartman, Franschoek Housing Action Committee, 1 July

Durban

Mr. Bheki Nene, Deputy Town Clerk: Durban Metropolitan Council, 16 July
Mr. Boykie Khanyile, Fieldworker, Cato Manor Development Association, 17 July
Councillor Ndumiso Maduna, Durban Metropolitan Council, 16 July
Mr. D.Z. Sibiya, KwaZulu-Natal Hostel Residents' Association, 16 July
Mr. Prince C.B. Zulu, National Hostel Residents' Association, 16 July
Mr. Mike Archer, second CoP, 14 July
Ms Judy Mulqueeny, RTO - Durban, 14 July
Lamontville Development Forum, 15 July
Mandlazini Development Committee, 15 July
Amatikwe Development Trust, 15 July

East London

Buffalo Flats Development Trust, 8 July
Duncan Village Trust, 8 July
CORPLAN, 8 July
Mr. Cecil Nduna, CDA, 8 July

Johannesburg/Pretoria

Mr. Gardner Khumalo, National Business Adviser, now at CPS, 24 June
Mr. Luyanda Thula Gwina, chairperson, Goldev savings club, 25 June
Goldev savings club meeting, Soweto, 6 July
Mr. Samson Malotshi, member of Goldev, 7 July
Mr. Lansana Marah, Regional Adviser, now at Martin, Marah & Sigodi, 8 July
Mr. Mooketsi Tedile, Fieldworker, now at Martin, Marah & Sigodi, 8 July
Mr. Duncan Mehlomakhulu, NTC, now at Edulink,
Mr. Richard Martin, CoP, now at Martin, Marah & Sigodi, 4 July
Mrs. Glynis Claherty, author of CUSSP report, 10 July
Ms. Joyce Siwani, NTC, 10 July
The CUSSP National conference, 27 June
Mr. Rufus Gidimisana, member of Klipfontein View steering committee, 11 July
Mr. Dingaana Malatjie, chairperson, Klipfontein View Development Trust, 18 July
Mr. David Boberg, documentations specialist, now at Matingi & Associates, 11 July
Mr. Lance Bailey, prime contractor
Mr. Colin Clarke, LBA
Mr Russel Hawkins, USAID
Ms Carlene Dei, USAID
Mr John McAvoy, USAID
Ms Virginia Speidel, USAID

Washington DC

Ms Mimi Tse, Creative Associates, 20 June
Mr. John Bachmann, urban planner at PADCO, 20 June
Mr. Bob Merrill, former HR manager, PADCO, 13 July

APPENDIX B

REVIEW COMMITTEE - DRAFT SCOPE OF WORK

1. SMME Policy Framework and financial Assistance Programmes

Motivation

While there are policies on local economic development (LED) at provincial level there are inadequate national policies. We need to make recommendations for LED through the housing process. This is not adequately addressed in the current document.

Work required

Guidelines and recommendations needed particularly for LED. How to ensure local interest in local products to allow the multiplier effect incorporate the role woman in KFC and their role in the ECDACDC's Examples of successful models, training institutions, and SMME development? Impact and effectiveness of available training role of government in the provision of training.

- Assess central governments willingness to grant local authorities extensive powers for policy making.
- identify efforts made by EL Mun. To create a friendly environment for small businesses
- focus on municipalities' procurement policies because they have great potential for assisting small businesses
- suggest procedures, rules, and practices that municipalities can adopt for their contracting work

Resources

Gardner to take the lead. Consult with David Knowles, Bill Davis, Nico Ferreira, Wolfgang Thomas

Timing 4 - 6 weeks

2. Management of the Community Development Process

Motivation

The RC believes that this document is a useful resource which can be enhanced by merging it with the output 'Collaboration between Stakeholders' since much of the material in the latter overlaps with the former. Furthermore, it would be more acceptable nationally if case studies from other regions are included. Towards this end material from the Burlington and Duncan Village case studies are suggested.

Work required

a) Management of the Community Development Process

- Integration of Burlington Case Study into this document
- Integration of Comparison of Development in Duncan Village into this document
- Elaborate on Field Worker programme and Long Distance Management.
- Define 'successful and 'development management'
- Where development management fits into the project cycle.
- Incorporate discussion on level of service and affordability issues.

b) Collaboration Between Stakeholders

- to be more sensitive in writing about councillors
- to look at partnerships: community and local gov., community and developers, developers and local government
- partnerships at project levels: town level compacts, NGO's, educational institutions, private sector
- who is the community? Who are the beneficiaries?
- the process and timing of beneficiary identification and the implications for housing delivery
- collaboration between various tiers of government
- who makes decisions, at what stage do these occur and what are the outcome or implications of these?
- define the role of each of the stakeholders
- examine social compacts as they relate to new developments in government
- examine the changing role of the community
- debate the issue of level of community participation-is it meaningful? Pros and cons, time, delays etc.
- how do you measure 'success' or 'failure' of the participation process
- example of how participation affects the scheduling of housing delivery projects (ie w.r.t. LED small contractors have led to project delays)

Resources

Neil to lead. Other - Lansana, Kevin Wall.

Timing estimate - 2 weeks

3. Methodology for the identification of Land for Low Income Housing

Motivation

The document addresses the areas that are suitable and those which should be avoided but not address a methodology for areas where adverse conditions are unavoidable. This would give a balance.

Work required

- Knysna Case Study and the Lamontville Case Study are to be incorporated in this document as resource material.
- the addition of the Lamontville case study as explaining what should be done with a site that's not ideal, steep and unsuitable land.
- further, the addition to colour photos, models sketches and appropriate references would assist in explaining to communities the implications of housing on steep and unsuitable land.
- information from the Vaal study to be included.

Resources

Neil to lead. Vaal Study ex K. Wall. Lamontville info ex Judy and Madoda. Consult with Judy and Madoda. Other - Lansana, Kevin Wall, Stephen Granger.

Timing 2 - 4 weeks

4. Legislative Framework for Housing Development

Motivation

Only chapter 2 has been submitted. The RC feels this written in acceptable language, the rest of the must now follow suite. Example are needed which highlight the important issues concerning T/ship establishment.

Work required

- example to be provide by Madoda and Judy highlighting important issues concerning township establishment.
- clarity requires on name change? Legislative Framework for Housing Developments preferred.
- update changes that have occurred in terms of the implementation of the DFA eg. LDOs, PDC's, recent local changes in local government etc.
- omission of legal issues as they relate to access to land, ie. land reform, land restitution etc
- differences in-laws between provinces should be explained, eg, bye-laws/local ordinances.
- refer RC minutes 23/24 for additional suggestions.

Note! The full draft of this work is expected 13 Dec 96. In other words we will now have the full document written in an accessible way. I am led to believe that many of the RC comments w.r.t. Acts that were missing in this document have been addressed. Nevertheless, the latest draft is to be checked by the RC and consultations arranged with Salim Patel, Colin Clarke, Thulani Nkhosi, the Legal Resource Centre in Durban and possibly the managing trustee (a lawyer in the housing field) of the National Housing Forum (NHF). Once this process is complete it will be necessary to liaise with EFK Tucker to finalise the final draft. This, however, may prove difficult because there is some confusion concerning the contract between LBA and EFK Tucker and this requires clarification in order to take this document further. Suggesting that the go ahead is given it would be desirable to go into production. As far as production is concerned there are a number of opportunities.

First, to use a recommended graphic designer/illustrator/cartoonist from the University of Pretoria, Mr Angus Cameron: (021) 420-2353 (recommended by EFK Tucker).

Secondly, to use StoryTellers group which specialises in making documents user friendly both in language and graphics.

Thirdly, BD has spoken to the Publishing Director of Heinemann Educational Publishers (Nick Evans) who has shown an interest in a number of our documents, specifically, the **Legislative Framework for Housing Development, the Community Environmental Manual and the Workbook**. Should a final draft be presented to him they will do the final edit, illustrations and publishing. Further, should the document prove to have a market they would perform the marketing function too. Should this prove profitable then the profits can be ploughed into an aspect of housing development which will ensure, to some extent, the sustainability of CUSSP work. Naturally, all of this is dependent on financial resources granted by USAID for this process.

Resource

David to lead. Follow up with EFK Tucker. Consult with Salim, Thulani Nkhosi, LRC Durban.

Timing

5. **Impact Grant Programme**

Motivation

The document fails to address or capture the CUSSP experience. Important aspects of the CUSSP model and funding to CDO's in general.

Work required

- how communities manage money?
- the need for support mechanisms?
- mechanisms of financing communities?
- elaboration of the sustainability issue, however, many of the IG's have not been disbursed and so difficult to measure
- the finance mechanism and the financing of Trust's specifically
- the financing responsibility of local government with community organisations
- types of IG's and their respective purposes: institution building, business development
- Community Development Corporations?

Resources

Salim to lead. Consult with Steve Thandi, Communities

Timing

6. Training Assessment

Motivation

The current document only represents a small portion of CUSSP's experience. There are a few factual errors. There appears to be no other purpose for this document other than as a report to USAID hence no further development is considered necessary. In view of the aforementioned this document should not be circulated or disseminated. Subject to correction of factual errors it can be used as a resource to inform the guidelines for Community Based Training.

Work required

- ensure that factual errors have been corrected

Resources

Joyce to take the lead. Offices to supply corrected information.

Timing

7. Guidelines for Community Based Training

Motivation

This document needs to be more clearly structured with more relevant illustrations and examples emanating from CUSSP experience.

Work required

- guidelines from training assessment to further develop models and modules for appropriate
- community training activities
- clarification of terminology and classification of training activities needed within CUSSP
- to develop an appropriate training process in term of design, curriculum, assessment procedures, accreditation, sustainability and funding
- to identify modules or type/design of training suitable for LED training eg. small contractor training programme. **This would involve:**
- the identification of module training which is suitable for LED and will by and large be based on the design which is being set up in Duncan Village by CUSSP, EDSA, and the trust
- linking small contractor training to a specific project and conducting on site
- training of small contractors in entrepreneurial skills to assist them in managing construction
- liaising with all stakeholders who concur that training should be made compulsory and written into contract documents
- mentoring and field worker training programme-their contribution to the development of black housing expertise
- communication models development within eg. Izwi - Duncan Village, CMDA, Izibuko (6 communities)
- training workshops and the development of a technical training model

The modules supplied should be aligned to the Work Books description of the development process. In addition we should reflect what we learned from experiences such as:

- what did CUSSP learn that underscores community participation
- what did we learn about other significant stakeholders roles and level of contribution/support to the communities endeavours to access housing e.g Local Authorities, developers, NGO's, land owners.

Other issues related to training design as it impacts on:

- availability and distribution of resources
- transfer of training management skills to local training vendors
- vendor capacity to deliver required training
- design and implementation of training programme in relation to the scheduling of the development process

Resources

Joyce and Judy to take the lead. Gardiner to assist with LED

Timing

8. The Field Worker Programme

Motivation

The Background of the Field Worker Programme as well as Management, training, lessons, models and sustainability has not been addressed adequately.

Work required

- Section 1, Background to be expanded
- 100 CDA programme
- expand IDT and the Bruce Boaden course - how these contributed to CUSSP training
- recruitment/job description/profile/salaries

Section 3.3, critical analysis of sub-contracting, analyse the model/s, determine the value of the various models factual correctness of Field Worker's education level

- (Durban, East London, Johannesburg), offices to provide this information or verify the correctness of what has been written

Section 5, The Follow -up Training needs to be expanded

Section 6, The Role of Field Workers to be expanded by offices

Section 7.2, Management and Accountability to be expanded by offices

- Case studies from each office to be included at the back of this document as this would illustrate the different experiences/models of the Field Worker programme experienced by different offices.

Section 7, add:

- multiple accountability
- piper syndrome (follow the leader)
- time activity management
- protocol
- remuneration issues/salaries
- sustainability
- sustainability host organisation support
- funding

Management issues

- personnel planning and scheduling
- operations issues and management
- progress management
- training and development

- support and coaching sessions
- monitoring - how and when should this be done?

Section 8, expand lessons learned

- training programme aspect

Resources

Timing

9. **Burlington Shallcross Case Study**

Motivation

This document needs to be streamlined in order to use the information in the other documents.

Work required

- more background needed on the various stakeholders and the dynamics between them and the effect these had on the development/progress on the project
- layout needs to be reassessed
- would be useful to expand on LEDs
- self help element/issue must be expanded and explained - satisfaction of occupants/tenure and the effect this had on the cost of the project
- would be useful to include figures that make up the subsidy amount project involvement generally.

Possible links:

- could be linked to the document on Participation
- could form additional case study for Comparative Analysis of Housing Delivery Systems
- could be linked with Management of the Community Development Process
- could be linked with Collaboration Between Stakeholders

Resources

Madoda to lead. Consult with Mike and other Durban staff

Timing

10. **Housing Delivery Systems: A comparative analysis**

Motivation

This document is currently based on systems used in KwaZulu-Natal and would only be used if compared with situations in other provinces.

Work required

It would be useful if case studies in other regions could be incorporated to illustrate a broader range of housing delivery systems, while facilitating a more informed synthesis and a wider set of lessons learned. Such a comparison would shed light on what type of delivery system that can feasibly be replicated at scale and highlight the issues around risk sharing between government and the private sector and other stakeholders that may be involved in risk sharing.

Resources

Madoda to lead. All offices to supply additional material

Timing

11. CBO Review

Motivation

Work required

- link with impact grants
- require additional case studies to illustrate alternative models to reflect CUSSP's work (Durban, for example, tribal authorities and their integration into a forum or development vehicle in Welbedacht, different level of community participation, beneficiaries from various outside communities)
- case studies to reflect the relationship between trust to other organisations, CBOs, developers, fora etc.
- all factual errors to be brought to David Boberg's attention and any other information that is deemed necessary.

Resources

Moeketsi to lead. Consult with Judy and Joyce

Timing

12a. Town Level Physical Planning

Motivation

Work required

- Need to expand present study to bring out more clearly possible models for relationships between community and government Debate re NGOs requires expansion
- Judy to add, modify and revise RC comments 23/24 September in light of a Conference that Judy attended 19/20 November 1996 (Programme of Seminar Metropolitan Government and Development in SA: Present and Future challenges)
- There needs to be as exploring and explanation of what a Town Level Social Compact is as apposed to project level social compacts.
- the role and relationship between stakeholders involved in Town Level Social Compacts requires attention.

12b. Government and Community

Work required

Possible option of clustering this with Town Level Physical Planning.

Resources

Judy to lead. Consult with Steve, Lansana.

Timing

13. Provincial Strategy

Motivation

Work required

Needs to be broadened to enable comparative analysis.

Resources

Madoda to lead. Consult with Salim, Judy

Timing

14. End User Housing Finance

Motivation

Work required

- the lowest income sector of the housing population needs to be addressed
- the role of savings to gear low income finance has not been-adequately addressed
- there needs to be an exploration of sustainability strategies
- there needs to be a comparison of the mechanisms and successes of housing clubs that have formed part of CUSSP projects.

Resources

David to lead. Consult with Colin, original authors

Timing

15. Housing Design Options

Motivation

Work required

- ensure that similar programmes are mentioned with the dissemination of this programme
- a clear warning must be issued to user to ensure that the data is up to date according to the latest indices as well as when the information was last updated.
- this document should be included as part of home owner's education package.

Resources

Neil to lead.

Timing

16. Community Development Workbook

Motivation

This document should be considered to be the flagship of all CUSSP outputs.

Work required

- technical training staff should assess the workbook and mould it appropriately
- the workbook requires a media expert to make it accessible
- require cross referencing
- should include a list of questions/checking for the CDF so as to make the book more interactive also to include some blank pages for CDF's notes
- it is necessary to sort out the other volumes of the workbook (resource material)
- it was agreed to use a refined version of Neil/Ninham Shand's checklist for community based development as a guide/tool to refine the Community Development Workbook
- need for socioeconomic information - development plan, the role of small contractors etc.
- there should be a page upfront that guides the specific user to relevant section, ie. where to look!
- the usage by various actors e.g field workers should be explained upfront.

Resources

David and Neil to lead. Consult with staff

Timing

17. **Synthesis**

Motivation

Work required

The Review Committee Process to be incorporated into the Synthesis Document to be incorporated and positioned into lessons learned - framework to be developed by Judy. Include the indices developed in Management of the Community Development Process in the Synthesis Document. (See RC Minutes 23/24 September)

Issue of participation

Community participation is viewed differently depending on where you are coming from ie left and right wing will have different perceptions of participation and use it for their own agendas.

Role of organisations such as CUSSP

- do communities still need an interface between themselves and government
- is there still a need for intermediaries?
- will local government perform this function in the future and will they foot the bill?
- expatriates should not perform this function?
- do lower tiers of government have the capacity to perform an intermediary/facilitation role?

We should contribute to the debate about the future role of NGOs in housing development

Resources

Judy to lead. Consult with all staff.

Timing

18. Water and sanitation study

Motivation

The current volumes making up this study are rather bulky and should be edited and packaged as a thorough reference/resource on the subject. However a user friendly "synthesis" to highlight important decisions and to facilitate decision making is required.

Work required

to refine, edit and package the Water and sanitation study in a user friendly way, highlighting important decisions and facilitating decision making.

Resources

Neil to take the lead. Authirs to supply edited version.

Timing

19. UPRU Workshop materials

Motivation

Work required

- the method needs to be tested and updated and the results documented
- part of the home owner's education package

Resources

Timing

APPENDIX C: CUSSP IMPACT GRANT PROGRAMME AS OF 26 June 1997

No	Grant agreements	Abbreviation	Agreement Number	Approval Date	Grant Amount Rands	Released To Date Rands	Balance Due Rands	Received %
	Cape Town Office							
1	Imizamo Yethu Civic Association	IYCA	C01-83	24.01.94	102,400.00	0.00	102,400.00	100.0%
2	Ocean View Development Trust	OVDT	C02-83	24.01.94	32,000.00	31,769.00	231.00	0.7%
3	Mossel Bay Community Development Trust	MCDT	C03-94	05.02.94	124,400.00	91,144.88	33,255.12	26.7%
4	Marconi Beam Development Trust	MBDT	C04-95	27.01.95	114,478.00	102,900.67	11,577.33	10.1%
5	Community Project Office Trust	CPOT	C05-95	17.05.95	123,564.00	123,564.00	.00	0.0%
6	Franschhoek Housing Action Committee	FHAC	C06-95	16.11.95	94,500.00	94,140.00	360.00	0.4%
7	Knysna Development Trust	KDT	C07-95	16.01.96	94,500.00	94,222.00	278.00	0.3%
	Regional Subtotals				685,842.00	537,740.55	148,101.45	21.6%
	Durban Office							
8	Qad Management Trust	QMT	D01-93	16.11.93	102,000.00	56,788.58	45,211.42	44.3%
9	Copesville Development Trust	CDT	D02-94	23.03.94	127,000.00	.00	127,000.00	100.0%
10	Piesang River Development Trust	PRDT	D03-94	02.05.94	122,500.00	.00	122,500.00	100.0%
11	Richmond Farm Development Trust	RFDT	D04-95	18.07.94	94,500.00	36,486.00	58,014.00	61.4%
12	Burlington Station Comm. Developme. Trust	BSCDT	D05-94	27.01.95	105,875.00	69,625.00	36,250.00	34.2%
13	Cato Manor Development Association	CMDA	D06-94	27.01.95	166,500.00	166,500.00	.00	0.0%
14	Kwa Dinabakubo Development Trust	KDT	D07-95	16.05.95	75,400.00	77,760.00	-2,360.00	-3.1%
	Regional Subtotals				793,775.00	407,159.58	386,615.42	46.7%

	East London Office							
15	Duncan Village Comm. Development Trust	DVCDT	E0-93	16.11.93	101,600.00	101,098.23	501.77	0.5%
16	Mdantsane Community Developement Trust	MDCDT	E0-95	27.01.95	112,203.00	112,037.30	165.70	0.1%
17	Buffalo Flats Community Development Trust	BFCDT	E03-95	16.01.96	94,500.00	37,320.00	57,180.00	60.5%
18	Leaches Bay Community Development Trust	LBCDT	E04-95	16.01.95	94,500.00	94,500.00	0.00	0.0%
	Regional Subtotals				402,803.00	344,955.53	57,847.47	14.4%
	Johannesburg Office							
19	Oukasie Development Trust	ODT	J01-93	16.01.96	114,478.00	85,352.92	29,125.08	25.4%
20	Golder Highway Development Corporation	GOLDEV	J02-93	24.01.94	98,400.00	95,327.04	3,072.96	3.0%
21	Witsieshoek Community Development Trust	WCDDT	J03-94	28.03.94	104,300.00	72,023.46	32,276.54	30.9%
22	ZonkizizweCommunity Development Trust	ZCDT	J04-95	27.01.95	96,700.00	47,900.00	46,800.00	50.5%
23	Nyakallong Community Development Trust	NYCDT	J05-95	27.01.95	102,950.00	76,111.68	26,838.32	26.1%
24	Louis Trichard Tshikota Development Trust	LTDT	J06-95	27.01.95	107,550.00	106,963.00	587.00	0.5%
25	Johannesburg Trust for the Homeless	JTH	J07-95	27.01.95	103,875.00	84,355.27	19,519.73	18.8%
26	Foundation for Education with Production	FEP	J08-95	27.01.95	84,250.00	37,500.00	46,750.00	55.5%
27	Vaal Community Development Trust	VCDT	J09-95	16.01.96	94,500.00	62,500.00	32,000.00	33.9%
28	Klipfontein View Community Develop. Trust	KVCDT	J10-95	16.01.96	182,000.00	.00	182,000.00	100.0%
	Regional Subtotals				1,089,003.00	668,033.37	420,969.63	38.7%
	Project Totals				2,971,423.00	1,957,889.03	1,013,533.97	34.1%

APPENDIX D CASE STUDIES

The evaluation team had discussions with stakeholders in a number of projects with a view to assessing their sustainability. Examples of some of these are discussed in the section that follows.

An **Entrepreneurial Development Centre (EDC)** was funded by CUSSP at Duncan Village. The Duncan Village Development Trust and Development Forum were responsible for the set-up of the Centre. Included in this were a block-making factory and a door frame factory. CUSSP tried to make the East London municipality aware of the need to award jobs to small contractors and some success was achieved. Assistance was provided to small contractors in the submission of tenders.

At **Lamontville, Durban** a search is on for funding to continue the EDC activities there. When the first CoP and the Johannesburg office RA left CUSSP, they set up their own developmental practice, which effectively indicates an element of sustainability in terms of skills and experience being channelled constructively within South Africa. They were more recently joined by a former CUSSP fieldworker. They are involved in planning, engineering and public participation aspects and there is no shortage of work. This type of sustainability could have been much more widespread had CUSSP addressed the issue of the termination of its contract more openly and comprehensively.

The experience of working in the sphere of training with CUSSP enabled the former RTC in the Johannesburg office to set up his own company. He indicated that the writing of scopes of work, terms of reference and budgeting were all learnt at CUSSP. On leaving CUSSP he worked briefly for the CSIR and referred them to the project at Duncan Village. The CSIR got involved there and the project is continuing with CSIR inputs. The former RTC is still involved with the projects at Nyakallong and Ekangala, indicative of some sustainability of CUSSP in the form of another organisation.

An upgrading is taking place of the sportsgrounds at **Chesterville** as a partial consequence of the intervention of a former CUSSP fieldworker. The Council had originally only made a grant of R200 000 for this purpose but he advised the Residents' Association about how to negotiate and the grant was increased substantially.

Continuing work is evident in one mentee's involvement in Knysna. She is doing the **DAG** internship by virtue of her position as chairperson of the Hornlee Housing Crisis Committee. She is still working with this committee in establishing mechanisms for land reform in that area. This will involve resettling rural population from farms in the Harkerville region. She also intends to have a community support centre established at Hornlee. This will offer services in housing information, home improvements, training and community support. It has the backing of the Knysna Drug and Alcohol Action Group which will offer counselling services. She attended a workshop during June 1997 about this matter. The workshop was attended U i still there but there is no more funding. Another resource centre in the area was offered for this centre.

CUSSP took considerable interest in the process of **Hostel Upgrading** which began in 1993. Advice and training was given to local negotiating groups (LNGs) in order to build capacity to drive upgrading. The LNGs were made up of representatives of the sports, political, church, business and block committees already existent in hostels. Residents were educated about the cost of hostels and that the R6 that they had been required to pay each month was highly subsidised to cover the cost of services to hostels.

LNGs began to discuss the formation of a Section 21 non-profit company to handle the upgrading process and to run hostels as self-sufficient entities under resident ownership and control. The second CoP provided input in initiating this process in lengthy meetings. It appears to have been left hanging by the exit of CUSSP. The LNGs intend to make a proposal to USAID to support the future sustainability of the Section 21 company formation process. Vehicles, technical staff, building consultancies and office space will be required.

CUSSP organised workshops on hostel upgrading policy and skills training and it facilitated the bringing together of the two hostel residents' associations (National Hostel residents' Association and KwaZulu-Natal Hostel Residents' Association) to take joint control of future developments. Some of the upgrades and extensions that have taken place to date have been at the KwaMashu, Dalton Road, Jacobs and SJ Smith hostels. CUSSP facilitated negotiations for the contracting of local builders,

plumbers, electricians and carpenters. Government grants to hostels amount to R3750 per bed, which represents some sort of perceived equity with the R15 000 house subsidies given to low income families. This is not accepted by the hostel residents because it is not in the same league as home ownership, being rental stock in which residents have no capital interest.

The Section 21 company will promote the establishment of both single and family units. Papers applying for its formation were submitted in May 1997 to the Register of Companies and a response is expected shortly. Should sufficient rental money be raised it is hoped that the company could take over the rental and equipment in the CUSSP Durban office. Business plans will be submitted to various other donors as well as USAID.

Goldev first approached CUSSP for financial assistance in 1993. The CUSSP NTC is a member of the board of Goldev and it was through her connection that the approach was made. CUSSP had provided information on subsidies and assistance in the completion of applications for subsidies. Goldev consists of about 400 clubs, each with about 20 members, all of whom save a minimum of R50 per month in a common savings account and thereby encourage each other towards the acquisition of land and housing. They meet on a monthly basis at a joint Goldev meeting. These meetings have not been attended by CUSSP staff. CUSSP provided assistance in the setting up of agendas and arranging of meetings. The chairperson used to have regular meetings with the first CoP.

The chairperson and five volunteers run Goldev. All have other sources of income and are given small sustenance amounts only, by Goldev. So far, 519 houses have been constructed for Goldev members east of the Golden Highway near Eldorado Park. A further 131 are being built currently. There are 1000 serviced sites. The construction contractors, Newhco, are a Section 21 not-for-profit company. The chairperson said "We would not be doing the things we do now had CUSSP not assisted us in starting meetings". The volunteers went on a CUSSP training programme in 1996. CUSSP has also offered skills training courses (e.g. bricklaying) to people involved with Goldev. Goldev rents an office in central Johannesburg but is three months in arrears. At the monthly meeting on 6 July 1997, attended by about 140 people in Soweto, the focus was the poor financial state of Goldev. Members were asked to increase their monthly contributions from R5 to R10. It was emphasised how important it is for the organisation to have an office base for maintaining communication between members and for administration and correspondence purposes.

At the Goldev meeting, one delegate agreed to a telephonic interview on the next day. He has been a member of Goldev since January 1996 (18 months). His particular savings club of 20 members, affiliated to Goldev, has diminished to only 7 members because of financial difficulties being experienced by other members. Each member tries to deposit R100 per month into the club's savings account at Standard Bank. At this stage the club has saved more than R3000 but he was not sure of the exact amount. The intention is to save enough for each member to afford the R2200 deposit needed to access land. His perception of the meeting the day before was that the volunteers who had come forward would be able to sort out the administrative problems before the next meeting, on the first Sunday of next month. He said that the chairperson had thought people wanted to get rid of him but that was not the case. He was perceived to be an honest and hard working person and for those reasons had been elected chairperson of Goldev.

The Goldev project in Johannesburg was originally a separate USAID contract but it had received training input from CUSSP. Fraudulent use of funds had plagued the project and lack of leadership had been problematic. Goldev was constituted as a Section 21 company, but the local ANC blocked the project on the basis of its not having been involved or recognised as a stakeholder. The Johannesburg Metropolitan Council and Eldorado Park representatives also resisted because of the perception that lower standards would be applicable in the project (gravel road surfaces and no street lighting). Each affiliated savings club of 25 was to decide on resource allocation.

Klipfontein View project was originally an initiative by AECl to provide homes for employees in an area close to their workplace. It went as far as the contractors moving on site when the population of surrounding areas such as Alexandra threatened to invade the land because they had not been part of the process. AECl therefore cancelled the contract and made arrangements with the contractors for later engagement. Plan Africa was then brought in and because of some lack of experience on their part, CUSSP was also engaged to assist in the process of community liaison and the encouragement of public participation. There were several meetings between 20 local community organisations and AECl, facilitated by CUSSP and a project steering committee was formed. There were three teams dealing with different aspects of the project: community participation team, technical task team and a construction team.

The community participation team was run by CUSSP with the aim of transforming the steering committee into a legal entity, which in this case was a Trust. It was also mandated to undertake surveys and liaison and capacitation procedures. Two full-time fieldworkers were hired. There was also a mentee, who is now working at Plan Africa, which is still involved with the Klipfontein View project. A community development forum was formed.

The technical task team comprised local authority representatives, consultants, AECl, Plan Africa and Ninham Shand. Later, the SA Housing Trust, LTA and CUSP joined this team. The primary task was to identify land and to make an application for development to the Provincial Housing Board (which happened in 1994). Later the project was transformed into part of the Rapid Land Development Programme (RLDP) and the local government (Khayalami MC) became the developer. The process orientation was replaced by an urgency to deliver. Disruption in continuity occurred because the municipal boundaries changed for the local government elections and Alexandra, Tembisa and Rabie Ridge became excluded. The private sector-dominated project became local government-dominated, with the associated political tensions. The ANC mayor and the local SANCO branch did not agree about procedures and priorities. The local authority introduced a new Mayibuye project on adjacent land, causing further conflicts and community participation became minimal. The Council wanted to prioritise its own housing waiting lists over the communities that had been involved in the process hitherto. The design process took place with 2700 potential stands. This changed when AECl said it would develop its own 400 to 600 stands, while the RLDP developed 600. A further 1500 were still to be developed thereafter.

The third of the teams was the Construction team. This consisted of the developers, contractors (SAHT and LTA) and the Klipfontein View Development Trust. These participants implemented the project.

CUSSP was primarily in a facilitatory role, also conducting feasibility studies, maintaining documentation and doing socio-economic surveys of potential residents. CUSSP also made comments on the design. On the positive side, a strong awareness of the project was created, community involvement was achieved, the capacitation of local authority officials was partially achieved, the Trust as a legal entity was formed and physical delivery of housing is now happening. On the negative side, the process was lengthier than on other projects because of changes in the players and the complexities of working with 5 or 6 different communities. For the community participation component to have been more successful, CUSSP should have tried out pilot programmes using seed money, as experiments, thereby eliminating some of the problems that were to occur.

The Klipfontein View Trust which is currently dealing with matters relating to their proposed new residential development, is run by a committee of three. A contractor has begun work on bulk services: street layout, sewerage and water pipe laying on the site and it is expected that top structures will be started soon by the SA Housing Trust and LTA. The site is on a portion of the farm Klipfontein 12 IR, adjacent to Chloorkop and AECl. It covers an area of 120,14 ha and has been divided into 2236 erven, of which 2206 are residential. 600 sites have been allocated to the community, 300 from Chris Hani settlement and 300 from an adjacent site in Tembisa ext. 5. A further 400 sites have been allocated to employees of AECl, currently resident in hostels. The province has approved this and the individual allocations will be d
f subsidies have been completed and processed. Committee members will be assisting the community in completing the forms soon.

The steering committee of the **Chris Hani settlement**, illegally situated in Midrand for about the last four years, has had extensive negotiations with the Lethabong Municipal Council about this development. Training to be able to undertake the negotiation was provided by CUSSP in the form of workshops on an almost monthly basis from July 1994 until this year at the Braamfontein offices. Two members of the community were sponsored by CUSSP to attend a course in Land and Housing in the Community at the University of Pretoria for 6 weeks during May and June 1996. This included components on management, housing finances and conflict resolution.

A great deal of satisfaction with and gratitude towards CUSSP was evident in the community. The chairperson of the Trust said "*without CUSSP's help we would not be in the position we are today*". However, one problem is that the Impact Grant approved for Klipfontein View was never disbursed to the community.

Bo-kaap Much of the national CDA's involvement in the Bo-kaap was in his own personal time, it was not an original CUSSP project. No money for the project came from CUSSP. A mentee has been appointed on a one year contract (1.4.97-31.3.98) to work on the procedures necessary to effect sale of the 191 flats to their occupants. He previously worked closely with CUSSP and learnt a lot about housing. He is currently doing a course about sectional title and has also attended estate agency courses. He worked with the Mobile Self-Help group in places like Marconi Beam and Phillipi. He is very keen to help people to understand and to acquire ownership of property. He has also done some training in financial accounting at Peninsula Technikon, Bellville.

The flats are 1, 2 and 3 bedroomed, sized 32, 44 and 90 square metres, and the tenants pay rent to the Cape Town City council of between R90 and R130 per month. A survey has been conducted and 95% of residents have said that they would like to purchase their flats and that they favour a single body corporate. The mentee says that the remaining 5% have expressed a preference for more than one body corporate, he thinks because of misunderstanding and because they did not attend the community meetings about the topic. He sees his job as visiting each household and explaining procedures to the tenants. The Council wishes to sell the piece of open ground adjacent to the flats on the open market, but the community is against this, feeling that it should be a playground for their children. The whole area belongs to the community in terms of a "heritage" and they do not want to lose it. There is considerable pressure on them from the surrounding property market and some properties in the Muslim area have already been sold for between R130 000 and R500 000, with estate agents approaching residents regularly to sell. The intention is that each tenant of the flats will purchase the unit for about R16 500, by means of a selling is scheduled state subsidy. Their prime location overlooking the city bowl area make their value far higher than this, however.

The mentee sees a potential job for himself as a property agent after his current year contract ends, with a large amount of work to be done in effecting flats sales. The land surveying is currently under way and the intention is that sales will commence by April 1998. There is also a desire in the community to run the Muslim museum because the community has a large amount of knowledge relevant to the history. He indicated that he learnt a lot from the national CDA and was able to visit various sites and attend the CUSSP regional conference in Johannesburg. He is thus definitely a beneficiary of CUSSP intervention.

The evaluation team attended a meeting of the forum of about 8 members, which began with an interaction between an official from the Cape Town City Council (Russell). The forum was being informed about the intended process of forming a local RDA Forum at a meeting at the end of July. The forum would have to be formed by representatives of all CBOs operating within Ward C43, which includes the surrounding mainly white upper income suburbs such as Tamboerskloof. It was realised that the formation of a Forum would be a lengthy process and that extensive public participation will be necessary to ensure representativity.

The rest of the meeting was a session of explanation of the role that CUSSP has played in the activities of the Bo-Kaap forum. This was done in the absence of the national CDA, in order not to influence the proceedings. The overwhelming consensus was that the intervention by CUSSP, in the form primarily of the national CDA had been positive and was much appreciated. It was recognised that the family of the national CDA has an interest in the Bo-kaap area, through his father and his uncle, the Minister of Justice, Dullah Omar. The national CDA has worked extensively with the community on housing issues and the potential purchase of the municipal flats by existing tenants. The work done has been in his personal capacity most of the time, and frequently during evenings. In some instances there has been intervention by CUSSP in the form of workshops and training. The community feels that it has been inestimably empowered to interact and negotiate with the Cape Town city council. It is now fully informed about issues of ownership and sectional title tenure as a result of explanations given to them by CUSSP.

Other Projects

Recent information obtained about other projects was that at Bophelong progress is still good on the delivery side; at Phuthadihaba 1200 sites have now been allocated; at Nyakallong delivery is in progress; at Louis Trichardt the Trust and private sector are working together. In addition, technical opinions on defective housing have been provided and capacitation in the Soweto Council has been promoted. Housing delivery is taking place at Fast track East and West (with PHB subsidies), Chesterville ext 1 and Chesterville incremental houses. At Wiggins Nkumbane, 700 sites are available for incremental housing. At Cato Crest, some in-situ upgrading of roads has begun.

CUSSP has been good at highlighting alternatives from comparable situations. Dealing directly with the end users has been a strong point in its methodology. CUSSP contributed towards the conceptualisation of the Housing Support Centres that have been established at Cato Manor and Inanda by the CMDA. At Amatikwe, CUSSP contributed intellectually to the issue of tribal and community relationships over land. This was also the case at Kwadinabako, where Chief Bengu apparently stalled the subdivision of land in an attempt to enrich himself without community involvement. CUSSP and the Legal Resources Centre were involved in discussions about the rights of the chief versus the Durban council over land.